

**COMMITTEES
AND
COMMISSIONS
IN
PRE-INDEPENDENCE INDIA
1836-1947**

Volume 4 : 1903-1912



सत्यमेव जयते

With an Introduction by
M. ANEES CHISHTI



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IN PRE-INDEPENDENCE INDIA:
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The Book

The Commissions in the British administration have been known as Royal Commissions and had their origin in the functioning of the King during the beginning of the second millennium that we have just left behind.

The thirties of the nineteenth century were crucial for the development of the Commission and Committee system in Britain. The institution of Royal Commission was given a new boost by the Whig Party in the early thirties that led to the appointment of many Royal Commissions in India by the time the nineteenth century was to come to an end. It is very significant, therefore, that included in these volumes are the Commissions and Committees starting with the thirties of the nineteenth century.

Included in this volume are reports of panels devoted to infrastructural administration like the Railway Police Committee (1907), Indian Survey Committee (1904-05), Indian Excise Committee (1905), Telegraph Committee (1906-07), and the Indian Factory Labour Commission (1906). These infrastructural aspects can be looked into while studying the vital report of the Royal Commission upon Decentralisation in India (1907).

With the shift of the Indian Capital from Calcutta to Delhi the British Government gave enough emphasis on the planning of the new capital township. The reports of the Delhi Town Planning Committee on the Town Planning of the New Imperial Capital (1912) and the Delhi Town Planning Committee on the Possibility of Building the Imperial Capital on the North Side (1912) are very important even today as vital aspects of the planning of the National Capital Territory are being discussed in great detail. The public services in the country, particularly the state of the staff at the low levels, have also been the subject of Commissions and Committees included here.

The material provided about the Commissions and Committees is quite useful and even comprehensive. It provides the names of the Chairmen/Presidents and the Members of a particular Commission or Committee, the necessary details of its Appointment, the Terms of Reference, the list of contents (chapters, sections, etc.) and, at the end, the all important Recommendations.

It is hoped that contemporary researchers would make a positive use of these reports and benefit from their findings, keeping in view, all the time, the colonial biases that might be a significant feature of these reports.

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All possible efforts have been made to collect and present information relevant to the coverage of these volumes. However, some minute details regarding any Committee or Commission may possibly be missing because of their non-availability in the material available to the compilers. The publishers put on record their helplessness in this respect.

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INTRODUCTION

Independent India has had numerous problems in the process of self-governance. All systems of governance had to be organised on set principles and considerations of national interest. It was the job of the leaders of the government as well as the opposition following independence in 1947, and particularly after the enforcement of the Constitution of the Republic of India, to evolve a system of credible probe and enquiry into various sectors of the polity. As a consequence, we see a very well organised system of Commissions and Committees of Enquiry to go into any serious matter of national concern in a thorough manner, before arriving at any new legislation or action plan. Before prescribing remedies for any situation of ailment, the real nature of the maladies has to be known and that has been done in a remarkable manner through the functions of the various Commissions and Committees that have performed very useful roles in the first fifty years of our Constitution at work.

While the Government and the opposition parties put in their efforts in establishing a tradition of enquiries through Commissions and Committees set up under the provisions and powers of the Parliament and the State Legislative Assemblies in independent India, the picture was not the same under a British dispensation prior to the country's independence.

The concept and method of enquiry in British India were not bound by the country's own national interests. They had to be useful for the overall paradigm of the British Government and its interests in India and, perhaps, in its other territories, going by the example of the developments in the large and pluralistic territory of India.

It would be interesting to go into a little bit of the background of Commissions and Committees under the British administration, to throw some light on the system of enquiry in the period covered by the volumes of this comprehensive publication.

The Commissions in the British administration have been known as Royal Commissions and have their origin in the functioning of the King during the beginning of the second millennium that we have just left behind. The Royal Commissions were consequential in the era before the Parliament and the institution of the Cabinet of the Government. The affairs of the state were enquired into through the Royal Commissions and the Privy Council. The system of these agencies had matured by the beginning of the sixteenth century. At the beginning of the seventeenth century, the two Houses of the British Parliament had evolved a well-defined and regulated system of Parliamentary and other Committees.

The thirties of the nineteenth century were crucial for the development of the Commission and Committee system. The institution of Royal Commission was given a new boost by the Whig Party in the early thirties that led to the appointment of many Royal Commissions by the time the nineteenth century was to come to an end. It is very significant, therefore, that the compilers and the publishers of this important work have chosen to start the study of the Commissions and Committees at the thirties of the nineteenth century and present in these volumes the details of the large number of such bodies during the period of the boom.

A study of the nature and coverage of the Commissions and Committees of the boom period would reveal the true motivation behind their appointments. They were appointed to know the lacunae in the administration of the country by the British, particularly after a firm notice had been served on the British masters of India by the rebellious Indians in 1857. Only after detecting the shortcomings, the loose ends could be tightened, be they in the management of prisons, the operation of the penal code, sale of and tax on salt, the famines that could be the cause of unrest, different areas of the economy, the crucial sector of education, the conditions in the matter of narcotics, or even tackling health issues like Plague, Kala-Azar or Leprosy where success could create favourable public opinion about the alien government among the people, at least in the consequential urban areas.

The functioning of the Commissions and Committees in independent India, talked of earlier, is vivid in the memory of today's Indians. Their records of evidences and research coverage are also widely available in the libraries and other collections that have come up in the country after independence. But similar records of Commissions and Committees that worked and submitted their reports prior to independence are not as easily available. But for a few depositories or archives, the reports of these bodies are hard to access. Herein lies the value and usefulness of the labour of the compilers and the publishers of these volumes.

Even if the detailed reports of these Commissions and Committees were available, it would require tremendous effort to study them in full. Only very motivated and resourceful researchers could perform this enormous task. It has, therefore, been rather generously and stoically resolved to give the details of appointment and recommendations of these investigating bodies in a nutshell. This condensation would, as it were, provide the incentive (or disincentive) to go further and study these reports in great detail by those researchers whose agenda of research so requires.

The material provided in the description of the investigating bodies is more than a bird's eyeview. It provides the names of the Chairpersons and the Members of a particular Commission or Committee, the necessary details of its appointment, the Terms of Reference, the list of contents (chapters, sections, etc), and, at the end, the all important Recommendations.

In an investigating body, the Terms of Reference are very crucial, as these have to be according to the motivations or administrative requirements of the appointing authority. While a Committee is supposed to restrict itself to the Terms of Reference, a Commission may, on many occasions, opt to go beyond the Terms of Reference and study any issue or development if found useful for the enquiry. It would thus be very interesting to study if and where the Chairperson and Members of a particular Commission chose to go beyond the Terms of Reference. The interest in this context attains weight in an effort to find out if at least some of the British officials or legal authorities chose to look beyond

their noses and study the Indian realities in all their dimensions, and possibly kept the Indian people's interests at heart rather than merely following the dictates of the government in London that had the primary motivation of making the British Raj as stable and longer lasting as possible, irrespective of the woes and sufferings of the people of the governed land.

The appointing authorities of the Commissions and Committees in British India could be any of the following: (a) the Crown; (b) the Secretary of State for India with instructions from the British Parliament; (c) the Governor-General in Council and the Viceroy of India; and (d) local boards and councils in an advisory role. The reports compiled here fall under these categories and they have been organised in a chronological order rather than in a subject-wise arrangement.

That the findings and recommendations of a Commission of Enquiry are primarily of an advisory nature and it is not mandatory for the appointing government to implement the recommendations of these bodies has been a constant source of disappointment to aggrieved sections that are concerned with the issues that lead to or cause the appointment of an investigating agency. This issue should be debated thoroughly and the need for some mandatory status being given to the recommendations of Commissions and Committees has to be highlighted forcefully. Legislation to this effect is indeed a desirable step, but that does not seem to be very easy to achieve.

In independent India itself where an open and democratic system of governance exists, the voice of the people, particularly the exhortations of the Press to the government to implement recommendations of its Commissions and Committees from time to time, such implementation is found to be often not complied with. And, one can imagine, what degree of arbitrariness might be associated with picking and choosing of recommendations for implementation by an alien government governing India in case some of the recommendations of an investigating body were unpalatable to the foreign rulers.

There has been no systematic study of the proportion of recommendations of a Commission or Committee that were implemented by the government in different cases. If any such

study is conducted for a selected group of Commissions and Committees, that might be a useful indicator of the gap between intentions and actions with regard to the implementation of the vital recommendations arrived at by these bodies after years of lengthy and costly proceedings. This can only be a pointer for the future, as no study of the decisions with regard to implementation of recommendations by the government in the pre-independence India on these lines is possible at this point of time.

To come to some specifics, some of the reports in these volumes are quite relevant even today. Among the health issues, for example, the reports presented here include those of the Committee on Cholera Enquiry (1885), the Leprosy Commission of India (1890-91) headed by none other than the Prince of Wales, the Commission on the Nature of Kala-Azar (1898) and the Indian Plague Commission (1898).

Cholera, incidentally, has not been driven out of the country given the state of environment for public health that we have and recently this disease afflicted the top echelons of our society in a prestigious scientific institution of the Capital. Leprosy, after years of research and treatment in different parts of India, continues even today to be an important subject of study and the government and non-governmental organisations including foreign agencies are involved in massive work on this front. Similarly, Kala-Azar shows its head in parts of India and is taking many lives in the countryside and thus worries our health administrators and agencies greatly. It was thought over the last many years that Plague was a thing of the past, but its appearance in Gujarat recently made us sit up and rethink about the still lurking menace.

The reports of the Commissions and Committees at the end of the nineteenth century on these subjects would be very helpful in a contemporary study of these dreadful diseases afflicting our people. Examples of the past would help correct our perspective today and need to be studied thoroughly to devise the strategy for planning a war against these menaces in today's India.

To take another example, reports of three important Committees on Indian jails have been included in these volumes: Committee

on Prison Discipline (1837), the Indian Jail Committee (1864) and the Committee on Jail Administration (1888). Also relevant here is the Committee on the Police Administration of the North-Western Provinces and Oudh (1890). The issue of jail reforms has been actively debated for a decade now and certain measures in the jails of Delhi, especially those mooted and implemented by an enthusiastic woman officer of the Indian Police Service, have been the subject of special interest. Now, these measures may be seen in the context of a colonial situation at the end of the nineteenth century and some useful lessons would be learnt in our process of reforms in at least avoiding those measures of the British Government that were only in the nature of punishment without any concern for the social and economic causes of commitment of crimes and the need to lay emphasis on reforms that could make a law abiding citizen out of a criminal after he or she leaves the jail.

Similarly, a lot is being written and spoken about the need for overhaul of our Police machinery. With the issues of custodial deaths, encounter killings, lack of safeguards in monitoring and preventing crime and restoration of people's faith in the Police as their saviours and supporters the Committee on Police Administration of the British days would be useful in today's context, as it would provide an insight into the functioning of the Police over the many many decades. And, the pitfalls of the colonial days could be avoided after having an account of the situation of those days.

The report of the Famine Commission of 1897 is, likewise, useful as a background for formulation of policies to meet the challenge of drought in a number of States of India today.

The report of the Committee on School Textbooks (1877), the Education Commission (1882) and the Mohammedan Educational Endowments Committee (1885) have immense useful material while we are trying to bring about changes in these fields of education and learning today.

The findings of the Special Commission on Expenditure of the Army (1879), the Finance Committee (1886), the Public Service Commission (1886-87), the Indian Currency Committees (1892 and 1898), the Indian Expenditure Commission (1895) and the

Labour Enquiry Commission (1895) are obviously very useful in the context of our present permanent Commissions concerned with these areas of work.

The onset of the twentieth century made the British Government concentrate on infrastructural administration and tightening the loose ends in different areas of governance. Thus we see in the initial years of the century panels like the Indian Famine Commission (1901), Indian Irrigation Commission (1902-03), the Railway Commission (1902) and the Railway Police Committee (1907), Indian Survey Committee (1904-05), Indian Excise Committee (1905), Telegraph Committee (1906-07) and the Indian Factory Labour Commission (1906). A very important report in this period was that of the Royal Commission upon Decentralisation in India (1907).

In the following decades much attention was devoted to the planning of the new capital of Delhi, after the capital was shifted here from Calcutta. We find some very useful reports on this subject. There was also concentration in this period on the public services. Other Commissions and Committees that gave their reports in the second decade of the century were: the Indian Constitutional Reforms Committee (1917), the East India (Sedition Committee) (1918), the Army in India Committee (1919-20), the Committee on Reorganisation of Medical Services (1919), and the Disorders Inquiry Committee, Calcutta (1919-20), the Committee to investigate the Disturbances in the Punjab, etc. (1919) that has great significance for historians studying India's freedom movement.

Prominent among the panels reporting in the third decade of the twentieth century were the Indian Press Committee (1921), the Royal Commission on the Superior Civil Services in India (1927-28) and the Royal Commission on Labour in India.

The emphasis in the fourth decade was largely on economic matters, the important panels in this categories being the Federal Finance Committee (1913) and 12 Committees on National Planning (1938) including the sub-committees. Also important during this period were the Committee on Representation of Muslim and Other Minority Communities in the Subordinate

Railway Services (1931) and East India (Constitution Reforms), Indian States Enquiry Committee (Financial) (1931).

In the fifth decade, prior to India's independence, the British Government devoted some serious attention to issues in the realms of Education and Labour. The years between 1942 and 1944 were marked by panels on these subjects. Other important panels on the eve of independence were: Indian Railway Enquiry Committee (1946) and the All-India Congress Committee (Congress Agrarian Reforms Committee) (1947).

It is hoped that the contemporary researchers would make a positive use of these reports and benefit from their findings, keeping in view, all the time, the colonial biases that might be a significant feature of these reports.

November 30, 2000.

M. ANEES CHISHTI



COMMITTEE UPON THE FINANCIAL CONDITION OF HILL SCHOOLS FOR EUROPEANS IN NORTHERN INDIA, 1903 — REPORT¹

SEPTEMBER 23, 1903

Chairman Mr. H.W. Orange.
Members Mr. Alex Pedler; Mr. T.C. Lewis;
Mr. W. Bell.
Secretary Mr. W.W. Hornell.

Appointment

The Committee was constituted under the Home Department vide their letter No. 574-576, dated 23rd September, 1903.

Terms of Reference

To report the financial condition of hill schools for Europeans in Northern India.

Contents

Volume I – General; Existing Hill Schools; History of establishment of Hill Schools; Subscriptions and grants for the establishment of schools; Management; Trust Deeds; Class of children sent to Hill Schools; Alleged change in class of children sent to Hill Schools; Careers; Examinations for Public Service; Curriculum in Boys' Schools; Curriculum in Girls' Schools; Teachers in Boys' schools – Numbers, Qualifications, and Salaries; Recommendations as to Teachers in Boys' Schools; Teachers in Girls' Schools – Numbers, Qualifications, and Salaries; Grants-in-Aid to Boys' Schools; Grants in Aid to Girls'

1. Office of the Superintendent of Government Printers, Calcutta, 1904.
(2 Vols.).

schools; Fees at Boys' Schools; Boys' Schools: Total cost to Parents; Fees at Girls' schools; Endowments; Income from Subscriptions; Scholarship Funds; Debts; Balance Sheets; Forms of Account; Auditors; Boys' Schools: Cost of Tuition and Maintenance; Financial Position of Girls' Schools; Concentration of Schools; Need for Increased Grants; Conditions of increased Grants; Proposals for St. Paul's School, Darjeeling; Proposals for Bishop Cotton School, Simla; Proposals for Diocesan Boys' School, Naini Tal; Concluding Remarks; **Volume-II** – Part-I – Oral Evidence; Part-II – Answers from Hill Schools for Boys; Part-III – Answers from Hill Schools for Girls and from the East Indian Railway Schools, Mussorie; Part-IV – Written Statements; Part-V – Financial Returns; Part-VI – Statistical Tables; Part-VIII – Appendices; Index.

Recommendations

We find that the total disappearance of the type of school established in India by Bishop Cotton is threatened, and that the chief cause of this danger is that the schools are almost entirely dependent upon the payments made by scholars and Government grants, which are together insufficient to maintain them; that the schools are thus unable to fulfil their proper function to providing middle class boys with a middle class education, suited to the careers which lie before them; that the grants are now less than they formerly were, but that they ought to be considerably greater than they formerly were, but that they ought to be considerably greater than they have ever yet been; that of the problem of supplying good teaching in them is to be brought within reasonable compass, the schools should confine their teaching to a few subjects, and should teach those well, instead of, as at present, attempting many and teaching them badly; that the chief impediment to the simplification of the curricula lies in the variety of the examinations of the recruiting Departments, by which the schools are distracted; that, so far as we are competent to judge, this variety both in the times at which, and the subjects in which, the examinations are held, serves no useful purpose, since the requirements of each Department would be met by a test insuring that all its recruits had received a good general secondary education. Upon

the assumption that measures can be taken to simplify the examination system, we have proposed a standard curriculum for boys' schools, differentiated according as science is or is not included. It has been necessary for us to point out that the salaries at present paid in the boys' schools to assistant teachers, of whom half receive not more than Rs. 80 per mensem, are altogether inadequate, and we have laid down a scale of salary for three classes of teachers, English graduate, English elementary trained, and Indian-trained, which we recommend for adoption in each of the hill schools for boys where paid teachers are employed, whether Church of England, Roman Catholic, or Non-conformist. We have also recommended the institution of a provident fund for the teachers in all European Schools in the North of India, and the compulsory inclusion in its operation of the teachers in the aided schools in the hills with which we are here concerned. Since the employment of teachers upon these terms will involve a considerable increase of expense, we have carefully inquired whether this expense could be lessened by amalgamating or reducing any of the schools, and in this part of the subject we have found considerable difficulty in making any proposals which will be of wide extent and at the same time practicable; but we have made some recommendations for amalgamation and reduction in Mussorie, Naini Tal and Simla, besides the removal of some of the property of one school from Calcutta to Darjeeling, and we also rely upon a more rigid limitation in future of the number and extension of schools. We have made recommendations for dealing with undue competition between school and school.

We have made proposals for gathering up what is left of the endowments collected by and in commemoration of Bishop Cotton, so as to apply them to the best advantage, and to safeguard them in future. Since we are able to discover no source other than Government from which the main part of the expense of introducing a reasonable scale of remuneration for the teachers can be met, we have recommended that Government should undertake that expense, on a basis which will still leave much to be done by private liberality, if it is forthcoming. We have also recommended, as an accompaniment to any exceptional increase in Government assistance, an increase in Government control, and have set forth certain proposals under this head in detail;

the object of such increased control being to enable Government to take proper security for sound administration, while leaving untouched the essential character of the schools as institutions connected with religious communities, and managed by their own governing bodies. We have also recommended the auditing of the accounts of all aided schools in the hills by qualified auditors specially engaged for the purpose.

The majority of these recommendations apply to boys' schools, and we have explained the reasons why the schools for girls are in much more flourishing circumstances than those for boys, and have stated their history and conditions in details under the same headings as those of the boys' schools, although we have seen no reason to propose any changes in their management or any exceptional measures for their assistance in the form of special grants. We have drawn attention to two cases in which we consider that girls' schools have been, or are being, led into difficulties by imprudent transactions.

In dealing thus with the subject referred to us for report, we have endeavoured to avoid narrowing unduly the scope of our inquiry to a merely financial examination of the solvency of the schools. Being met at the outset by the fact that some of the important schools for boys could not be financially solvent without being at the same time educationally inefficient, we considered that we were bound to include the assumption of a reasonable degree of efficiency within the conditions upon which a sound financial position was to be sought; and this has led us into considering the broader financial aspects of the questions connected with the provision of a suitable education for the class of children for whom these schools are intended. On the other hand, we have refrained from extending the scope of our inquiry beyond these border aspects. We have, for instance made no reference to the various amendments of the code, which have been under discussion, and which, after being considered by another committee and referred to the local Governments for their opinion, are now before the Government of India for decision. Nor have attempted to prescribe the amounts of increased grant to be given to the majority of the hill schools under the new code or the objects to which such grants should be applied. We have limited these recommendations to three cases where there are endowments to be dealt with, and where

exceptional measures are necessary in order to re-establish the schools on a sound basis. To have extended this process so far as to inquire what further sums might profitably be spend under the new code in each of the hill schools, would have been to encroach unduly upon the Education Departments of the different provinces. We mention this, last it should be thought that the omission to recommend in this report increased grants for individual schools is intended to imply that in our opinion such increased grants are not necessary. On the contrary, we consider that a general increase in the rate of grant will be productive of much benefit, especially if it is made with reference to the particular needs of individual schools; thus in the non-catholic schools the first and most clamant need is for better paid and better qualified teachers; while in the Roman Catholic schools, taught by members of religious order whose devotion of their duties is beyond all praise, the expenditure of money would effect little or no alteration in the teaching, except in regard to the paid secular members of the teaching staff; and these are in need of improvement as much as the teachers in other schools. In the Roman Catholic Schools, therefore, increased grants might most fiatly be applied to the better remuneration of lay teachers, where lay teachers are employed; the engagement of others where necessary for specific purposes of instruction; and a more generous supply and equipment of libraries, laboratories, and class-rooms for manual instruction and drawing.

सत्यमेव जयते

INDIAN SURVEY COMMITTEE, 1904

— REPORT¹

OCTOBER 31, 1904

President	Mr. J.O. Miller
Members	Col. Sir John Farquharson; Lt. Col. F.B. Longe; Col. F.H. Kelly.
Secretary	Mr. C.A. Barron.

Appointment

The Government of India in the Department of Revenue and Agriculture appointed a Committee to examine the methods and working of the Survey of India Department, with special reference to the preparation or revision and the reproduction of the topographical maps of the country, vide their Resolution No. 1581, dated 31st October, 1904.

Terms of Reference

Among the more important points which the Committee will enquire into and report on are the following:—

- (i) *The state of the maps in each province and the measures required to bring them up to date:—* Under this head attention will be directed to the quality of existing topographical maps and the extent to which they serve the purpose of the general administration and of the different departments concerned, such as the Military, Revenue, and Public Works Departments; the future programme of topographical work; the scale or scales on which maps in different parts of the country or for different purposes should be published; the order of urgency of the maps required; and the arrangements for keeping up to date the topographical maps which exist or are to be prepared.

1. Government Central Printing Office, Simla, 1905, 2 vols.

- (ii) *Method and Expense of Survey*.— Under this head information will be collected as to whether any standards of work have been fixed, and if not, whether it is possible to fix them, varying as they must do in different kinds of country; whether there is any systematic method of comprising the outrun and quality of work and the cost of different parties; and whether information so gained is made practical use of. It is also for investigation whether the cadastral survey in different provinces is carried on so as best to allow of its utilisation for topographical work, and if not, whether it would be advisable to adopt a different system, and whether such utilisation results in any substantial economy, as compared with a fresh topographical survey. The question of utilising professional agency for the supervision of cadastral work, and of how far the same agency could be employed for the maintenance of topographical maps will be for consideration. And the degree of accuracy which is desirable in each class of survey will be defined.
- (iii) *Method of reproduction*.— Under this head an examination will be made of the present system under which the results of the field surveys are utilized in drawing the maps; of the methods of reproducing and publishing them at present adopted; of the accuracy and style of the published maps; and of the relative cost and efficiency of the different processes employed.
- (iv) *The Organisation of the Department*.— Under this head consideration will be given to the question which has been under consideration from time to time of the transfer of the headquarters from Calcutta to Dehra Dun, and of arranging for outside Agency to do the extra-departmental work which at present imposes such a burden on the survey publishing offices. It will be for consideration how far, having regard to the volume of work expected from it, the cadre of the department both in its Imperial and Provincial Branches is in need of being strengthened, whether its efficiency might not be increased by better organisation, and more especially by better arrangements for the local supervision of work in the field, whether the method of recruitment to the Provincial Branch is susceptible of

improvement; and how far the larger employment of natives of India is possible. It will also have to be considered whether, with topographical work actively in progress all over India and on the frontiers, and in view of the necessity of maintaining the maps which will then be prepared by systematic and periodical revision, it would not be better to decentralise the administrative control of the Department, and to locate several headquarters in different provinces in closer relationship with the Local Governments, and if so, it will be for decision whether each local centre should be responsible for survey and drawing only, or be provided with an equipment for the reproduction of maps also. Finally, the Organisation of the drawing and publishing offices requires thorough investigation with the view of ensuring that the maps shall be published as soon as possible after the surveys on which they are based have been completed.

The Committee's recommendations will be framed with the strictest regard to economy and with the view of arranging that topographical maps shall be prepared only with such a degree of elaboration and on such a scale as may be absolutely essential in different parts of the country. Their report will include an estimate of the additional expenditure required to give effect to their proposals.

Contents

Preliminary; Historical Background; Explanation of Methods and of Terms Used; Present Organisation of the Survey of India; Cadastral, Forest and Miscellaneous Surveys; Revision of the Topographical Maps of India; Organisation for the Work of Revision; Method and Style of Publication of Topographical Maps; Organisation of the Reproducing Offices; Estimate of the Expenditure required for the Revision; Miscellaneous; Appendices A and B; Maps from 1 to 3; Characteristic sheet of symbols; Colonel Grants Report on Drawing and Reproduction.

Recommendations

- (1) The preparation of a modern 1-inch maps of India should at once be undertaken.

- (2) This work should be regarded as the most important now before the Department.
- (3) The direction of operations should be strictly Imperial, and local authorities should not be allowed to intervene.
- (4) The Surveyor-General himself should directly control the operations with the staff proposed in the report.
- (5) The operations should be conducted on the lines laid down in Sir John Farquharson's scheme printed as Appendix B to the report.
- (6) The whole of India should be divided into tracts, each of which should be allotted to a Survey party, for which a definite programme should be laid down, that should not be departed from without grave reason, and then only under the orders of the Government of India. The number of topographical parties should be fifteen.
- (7) The departmental programme should extend to the whole of India and 25 years should be allowed for its completion.
- (8) Special arrangements should be made for the completion of the work required near of North-West Frontier within a period of 4 to 5 years.
- (9) In the course of the 25 years' programme all topographical maps should be brought up to date. There should be no further correction (except for the addition of new railways and canals) until the next systematic revision of the maps of India is undertaken.
- (10) Cadastral and other large scale surveys should be left entirely under the control of Provincial Governments and Local authorities, and should be conducted at their expense, but should be based on a scientific skeleton or traverse.
- (11) Special forest surveys should cease as a general rule, and, where required on scales larger than the regular topographical ones, their cost should be debited to the Forest Department.
- (12) For mapping purposes the most important classes of work in the Trigonometrical Branch are triangulation and levelling, and to these the mere purely scientific work of this Branch should give way, if there is any difficulty about sufficiently increasing the staff.

- (13) The question of handing over tidal work to the local authorities concerned should be considered.
- (14) The Government of India should prescribe the general and special maps which it is to be the duty of the Survey of India to produce.
- (15) The form of the topographical maps should be permanent.
- (16) The standard sheets of the 1-inch map should be reduced to half their present size.
- (17) The scale of survey should, as a general rule, be at least double the scale of publication, and the latter should ordinarily be not less than 1-inch = 1 mile.
- (18) The symbols used on the maps should be uniform throughout, and the modern spelling of names should be adopted.
- (19) The number of trigonometrical and clinometrical heights and levels, shown on the maps should be largely increased; but first all the main lines of levels should be equated.
- (20) The vertical interval between contours is a matter requiring attention.
- (21) The 1-inch map should be printed in four colour, black for the detail, brown for the hills, blue for water, and burnt sienna (or lake) for the roads.
- (22) The topographical maps issued by the Survey of India should contain only information verified by its staff.
- (23) Village boundaries should not be shown on the ordinary topographical map.
- (24) An edition of the 1-inch map may be prepared showing village boundaries under certain conditions.
- (25) For the production of the 1-inch map an improved process of heliozincography should be employed, a few selected standard sheets being engraved on copper.
- (26) The Atlas of India sheets should how be superseded by "Degree" sheets on the $\frac{1}{4}$ " scale, which should be engraved on copper.
- (27) In place of the $\frac{1}{16}$ " Provincial maps a general map of India on the scale of 1: 1,000,000 should be prepared and engraved.
- (28) To leave the Surveyor-General free for the supervision and control of the operation, the Deputy Surveyor-General should deal in the first instance with the business of all

kinds of the Survey Office, and should dispose of all matters of routine. He should be allowed an Assistant, and the post of Assistant Surveyor-General in charge of the office will then be unnecessary.

- (29) To assist him in inspecting the field parties the Surveyor-General should be allowed an inspecting officer.
- (30) Surveys towards or beyond the frontier should be treated specially, and be placed directly under a Superintendent of Frontier Surveys occupying a position similar to that of the Superintendent of Trigonometrical Surveys.
- (31) Owing to the abolition of special forest surveys, the post of Superintendent of Forest Surveys should lapse.
- (32) The Trigonometrical Branch should be strengthened by two officers to assist in Triangulation and levelling.
- (33) The strength of the field parties should be increased by 50 per cent.
- (34) There should be two officers, one in charge, the other his assistant, with each ordinary topographical party.
- (35) With the frontier parties there should be three officers, one in charge, and two assistants to allow for special calls.
- (36) To meet these proposals the staff of the Imperial Service for topographical and trigonometrical work should be increased from 40 to 70 officers.
- (37) First appointments of officers of the Army to the Imperial Service should be for a term of five years only and a language test should be imposed.
- (38) The Provincial Service should be divided into two Services, a Provincial or Indian Service, and a junior Service; the pay of the former to range from Rs. 250 to Rs. 800, and that of the latter from Rs. 80 to Rs. 400; and some modifications in the system of recruiting should be introduced.
- (39) Natives of India should continue to be employed in the provincial and Junior Services in the proportions stated.
- (40) Officers in charge of parties should have a free hand to enlist surveyors, and parties should recess in the neighbourhood of their charges.
- (41) Imperial and Provincial officers employed on cadastral or similar work should be treated as temporarily outside the regular cadre, and the Surveyor-General should be authorised to employ other officers in place of those so

deputed.

- (42) The supervision in the Photographic and Lithographic Office should be strengthened by the appointment of an additional officer as assistant to the officer in charge. The superintendence of the Mathematical Instrument office should be placed under these two officers.
- (43) The first duty of the reproducing offices should be the production of the maps of the Survey of India.
- (44) No drawing of extra department work should be permitted to be thrown on the Survey of India office.
- (45) Local Governments should reproduce their own cadastral maps.
- (46) As the reproduction of the revised topographical maps throws more work on the headquarters office, arrangements should be made to gradually transfer extra-departmental work to other Government mapping offices.
- (47) Certain improvements should be introduced in the methods, working, establishment and plant of the reproduction offices.
- (48) Seeing that the general revision of the topographical map of India is being commenced, the publication of maps compiled from obsolete material should cease.
- (49) To facilitate the supply of maps to the public and to officials, up to date catalogues and index maps should be freely issued.
- (50) The form of the Survey budget should be simplified, and better financial control instituted within the Department.
- (51) An attempt should be made to devise more definite standards of work in order to check outrun and cost.
- (52) The annual programme should be discussed with the Surveyor-General by a Board or Committee representing the different departments of the Government of India.
- (53) The proposed removal of the headquarters from Calcutta should be postponed for the present.
- (54) Greater attention should be paid to the preservation of all permanently marked survey points.

INDIAN EXCISE COMMITTEE, 1905

— REPORT¹

SEPTEMBER 7, 1905

President	The Hon'ble Sir James Thomson
Members	Mr. K.G. Gupta; Mr. R.A. Lamb; Mr. J.M. Holms; Lt. Colonel C.G. Parsons.
Secretary	Mr. C.G. Todhunter.

Appointment

The Indian Excise Committee was constituted under the Government of India in the Finance Department vide Resolution No. 5001 Exc., dated 7th September, 1905.

Terms of Reference

- (i) To examine the excise administration of each Province,
- (ii) To consider how far it is calculated to give the fullest practical effect to the general policy which had been laid down, and
- (iii) To suggest, in consultation with the Local Governments, such alterations as may seem desirable in view of local conditions and in the light of what has been found successful elsewhere.

Contents

Introductory; Arrangements Outside the Scope of Excise Systems; Outstills; Distillery Systems; Country Spirits—Wholesale Vend; Consumption and Duty; Foreign Liquor; *Tari* or *Toddy*; Country Beers; The Disposal of Licences for Retail Vend; Number and Location of Shops; Restrictions on the Retail Sale of Liquor; Establishments; Law and Rules; Summary; Appendices I to III.

1. Superintendent, Government Printing, Calcutta, 1907, 146, 18, x p.

Recommendations

General

Concessions to Backward Tribes

The majority of the existing concessions of free distilling, tapping and brewing are unavoidable, but as general administration advances the restriction of the area of concession should be kept steadily in view.

Outstills

The abolition of the outstill system is in rapid progress.

The operation of the system may ultimately be restricted to a block of country between Chota Nagpur and the Godavari and a few minor areas of little importance.

The Committee can suggest no useful changes in the present system of outstill administration.

Distillery System

The Contract Supply System is the best working distillery system that has yet been devised.

The District Monopoly System is suitable as an intermediate arrangement in areas of difficult country.

The arrangements for distillery control need complete revision in all Provinces except Madras. A system based on English methods is recommended.

Wholesale Vend

The arrangements for the distribution of spirit must vary with local circumstances. Bonded warehouses are most suitable under contract supply.

Still-head duty

The fixed duty should be the main factor in the taxation.

In most instances the rates of still-head duty can be increased without giving rise to uncontrollable illicit practices.

Sale Strengths

Country spirits should be sold at fixed strengths wherever a staff is employed that is capable of enforcing this regulation without undue harassment of the shopkeepers.

The strengths fixed should not ultimately be higher than 30° U.P. or lower than 60° U.P.

Limit of Possession

The limit of retail sale and of possession of country spirit for private consumption should be reduced where possible to one quart.

Foreign Liquor

The consumption of all classes of foreign liquor has largely increased.

The recognition of any class intermediate between country and foreign spirit should cease in all Provinces as early as possible.

'Foreign' liquor made in India should be put on the same footing as that which is imported.

Strict control over compounding and bottling arrangements should be enforced.

The inferior limits of strength for foreign spirit which are imposed in some Provinces should be reduced to those enforced under the English law, and the regulation made general.

Licences for sale of foreign liquor for consumption on the premises should be strictly limited.

The rate of duty on beer should be increased and the arrangements for control of boweries improved.

Tari

The consumption of *tari* unless properly controlled is liable to lead to much drunkenness.

The free-tax system is the best method of control where consumption is considerable.

The system can be so worked as to avoid undue harassment of the people.

The provisions made should be such as will facilitate the procuring of *tari* for consumption in a fresh state.

Country Beers

The consumption of country beers is causing much drunkenness in certain areas and the beers made are sometimes very deleterious.

Greater control over manufacture and vend is desirable.

Retail Vend

The disposal of privileges by auction is responsible for many defects in present arrangements.

It is inevitable where no fixed duties are levied.

Where fixed duties are imposed they should be the main factor of the taxation, and as efficient control is secured the auction system should be replaced by one which gives a better guarantee of respectable management.

Number and Location of Shops

The number of shops can be reduced in some areas, in others reduction has gone too far.

A scrutiny of both number and sites of town shops is very desirable and should be conducted in the Presidency towns by special committees.

For the future a maximum and minimum standard for each local area should be fixed within which discretion should be given to local officers.

Due provision should be made for ascertaining public opinion as to the location of shops but reliance should be placed and action should proceed on the enquiries of trustworthy officers.

Restrictions on Sale

The conditions of the licences which aim at checking drunkenness need thorough scrutiny.

All back and side entrances to shops should be closed.

Private rooms should be allowed only under special sanction.

The closing hour should be strictly enforced.

The Committee are not convinced of the necessity or the

practicability of any further measures for the prevention of clandestine purchase by the better classes.

The employment of women should be prohibited where it is objectionable.

Sale to children or drunken persons should everywhere be put a stop to.

Sale on credit should be allowed only under special conditions.

All shopkeepers' transactions should be properly controlled.

The fixing of maximum prices as practised at present has no tendency to lead to increase of drunkenness.

Establishments

The Governments are practically unanimous in desiring stronger establishments.

The Committee recommend the employment of a force more or less on the model of the police force to attend to both excise work and the check of drunkenness.

It is essential that the authority and cooperation of the Collectors should be maintained.

Special provision for training of officers in technical work is necessary and a general excise laboratory is desirable.

The appointment of a special officer to advise on and to coordinate excise administration throughout India is recommended.

Law

The laws in force are on two different models, but the revisions in progress tend to follow one model.

The Committee recommend a single law for all India outside Madras and Bombay and anticipate that the law of these two Provinces will ultimately be assimilated to it.

The manuals and licence forms of some Provinces stand in much need of amendment.

Provincial

The following are the more important of the recommendations that are special to particular Provinces:—

Bengal

In Bengal the restriction of home manufacture of *pachwai* may gradually proceed.

The arrangements for levying fees for the privilege should be revised and put under better control.

The restriction of the outstill area is in hand and the ultimate abolition of the system is hoped for.

The Contract Supply system with bonded warehouses as a means distribution has been adopted as the system of the Province.

A thorough revision of the rates of duty is recommended as the abolition of outstills proceeds.

The limits of retail sale and possession of country spirit should be revised and generally reduced.

The country and foreign liquor business should be separated.

So also should licenses for 'on' and 'off' sale of foreign liquor.

The number of places licensed for 'on' sale should be reduced.

The system of passes for foreign liquor should be abolished.

The gradual introduction of simplified form of the free-tax system is recommended.

The traffic in fresh *tari* used for drinking purposes should be brought under stricter control.

The manufacture and sale of *pachwai* should be put under closer regulation.

A redistribution of country spirit shops as between urban and rural areas and a strict scrutiny by a special committee of the shops in Calcutta city are desirable.

A reorganisation of the Salt and Excise departments on the lines proposed is recommended. Both Collectors and sub-divisional officers should given more attention to excise work than they do at present.

The Province will do well to adopt the general law proposed for all India outside Madras and Bombay.

The licence conditions can be simplified and improved and the manual should be recast.

Eastern Bengal and Assam

The systems in the two parts of the Province should be made more uniform.

It is not at present practicable to limit the concessions granted in respect of home manufacture of country beers in Assam, but the privilege of free distillation in the Khasi and Jaintia Hills may be somewhat restricted.

The outstill system can be abolished gradually throughout the Province.

The Contract Supply System with bonded warehouses has been adopted as the future system of supply.

There is no room at present for any increase in existing still-head duties in Eastern Bengal. A still-head duty can be imposed at a moderate rate to commence with in the planting districts.

The number of shops needs no change. The question of location in Assam requires particular scrutiny.

No further trial of the Canteen System is recommended.

A re-organisation and amalgamation of the staff employed is necessary.

It is suggested that this Province should adopt the law proposed for those now under the Act XII of 1896.

United Provinces

The concessions granted are of small importance and no change in respect of them is feasible.

The outstill area can be largely reduced, but the system must be retained in some inaccessible and isolated tracts.

The number of Sadar distilleries and of distillers in them should be reduced and their processes improved.

Private firms should be admitted to the country spirit market.

The development of the arrangements so modified into a System of Contract Supply is for consideration.

The present system of wholesale shops is not a success and needs radical alteration.

The question of the general increase of the still-head duty should be taken up with the return of more favourable seasons.

The allowance for wastage after issue from breweries should be abolished.

The question of the reintroduction of the tree-tax system is for consideration when the taxation on country spirit is increased.

There is room for some reduction of country spirit shops in outstill areas and of *tari* shops in the eastern districts.

The staff needs considerable increase. The proposals now before the Local Government should be taken as a first instalment of reform. Ultimately the establishment should be sufficiently improved to relieve the police of preventive and detractive duties.

The distillery staff should be strengthened and the exemption of the Rosa distillery from control withdrawn.

Punjab

The concessions are unimportant.

The outstill system has been practically abolished.

The safeguards provided under the distillery system do not appear sufficient to prevent an undue enhancement of the price. It is recommended that an understanding with the distillers on the subject of price should be arrived at, the system of Contract Supply being held in reserve.

The arrangements for wholesale vend need considerable modification to make them efficient.

Consumption is increasing rapidly, but there is no room for increase in the rate of duty until illicit distillation has been got in hand.

Regulations imposing the tariff rate on all 'foreign' liquor made in the country should be brought into force as soon as possible.

'On' sale under 'first class' licences should be prohibited.

The allowance for wastage after issue from breweries should be abolished.

The number of country spirit shops in towns and of *lugri* shops on the Kulu Road should be scrutinised.

The nature of the buildings used for shops and the license conditions imposed in check of drunkenness need special attention.

The extreme prevalence of illicit distillation in the Province is the greatest problem before the Government and the matter should be taken thoroughly in hand by a competent staff, an experiment in such action being made in the first instance in a selected district or districts.

The Committee advise recruitment of a staff for the purpose otherwise than by the temporary reputation of Land Revenue officers.

North-West Frontier Province

The general distillery system will follow that of the Punjab. Of the two Sadar distilleries in out-of-the-way districts, one will be abolished and the other improved.

An increase in duty is possible.

Shops are few, illicit distillation is unknown and the general majority of the population are abstainers. A very moderate staff is therefore sufficient.

Madras

The area in which concessions are granted can be reduced. Concessions in the remainder cannot at present be interfered with.

The outstill area in the Agency tracts can be diminished and that in the Chavakkat Deputy Tahsildar's division should be brought under better control.

The Contract Supply System is already in force and the rates of duty have recently been raised. There appears to be room for further increase in some districts.

The foreign liquor '*taverns*' should be reduced in number.

A sufficient standard of quality should be fixed for all beer produced.

The administration of toddy should be improved by the employment of more Assistant Inspectors and simplification of the regulations relating to sweet toddy. The rates of tree-tax should be raised.

The number of shops particularly in towns and large villages should be reduced.

The reduction and rearrangement of those in Madras Town should be taken in hand by a special committee.

The question of the reduction in number and the improvement of the personnel of the staff employed should be taken into consideration as reduction in the number of offences shows that the people are learning to respect the law.

The law in force is capable of amendment in certain particulars. The whole Presidency should be brought under Act I of 1886 and the administration of the Agency tracts dealt with more fully in the annual reports.

Bombay

The existing variety in systems and rates of duty should be reduced where possible.

The concessions to the Kaliparaj should be gradually withdrawn as their condition improves.

One of the two outstill areas may be brought under a better system of supply.

The conditions of the Presidency are very variable and extreme difficulties prevail in preventing illicit practices in certain areas. For these the District Monopoly system is suitable.

Elsewhere the extension of the system of Contract Supply is recommended.

The arrangements at the distilleries at Dadar and Urban need through overhauling.

The toddy distilleries on the South Coast should be gradually abolished.

Consumption is very large in the coast districts and Khandesh, and measures should be taken to reduce it by enhancement of duties and suppression of illicit practices.

The prohibition of the sale of foreign liquor at a lower strength than 15° U.P. should be cancelled and the limits in force in the United Kingdom substituted.

The exemption from licence of importers in Bombay city who sell in the original packages should be annulled.

The toddy system is suitable but needs a better staff to enforce it.

The system of disposal of shops on a minimum guarantee is suitable, like the District Monopoly system, as an intermediate arrangement in difficult areas.

The number of shops can be reduced in Bombay City and with this object a special committee is proposed. Elsewhere the number and distribution of shops should be scrutinised.

The proposals for the improvement of the excise staff are suitable, but the amalgamation of the salt and Excise establishments should be expedited.

The law is capable of amendment in several particulars.
A proper Excise Manual is an urgent necessity.

Sind

Precautions are necessary under the present distillery system to prevent the undue enhancement of prices.

The system of Contract Supply should be kept in view.

The taxation on spiced liquors should be gradually raised to the tariff rate and when this point is reached then should be treated as foreign spirit.

The duty should be made proportionate to strength and gradually raised, and the scale of fees for retail vend revised so as to make them correspond more closely to the value of the shops.

The change in the limit of strength of foreign liquor recommended for Bombay should be adopted.

The improvement of the staff and its amalgamation with the salt and opium establishments on the lines proposed is recommended.

Central Provinces

The Government of India have already issued orders with reference to this Province. The Committee have suggested no changes, but have advised caution in carrying the reforms into effect.

Coorg

The duty on country spirit can be raised.

It should be considered whether the scale of surcharge for retail vend should not be revised so as to differentiate between the circumstances of different shops or groups of shops.

The method of taxation of beer is not in accordance with the present law.

A very simple form of free-tax might perhaps be introduced.

The number of shops might be reduced.

The establishments should be improved.

Ajmer-Merwara

The concession to the *tazimi intimrardars* should cease with the lines of the present holders.

The introduction of the Contract Supply System is suggested.

The duty in the Ajmer city might be increased.

The recommendation made for Bombay in respect of the limit of strength of foreign liquor should be adopted.

The establishment should be increased.

Baluchistan

A simple form of distillery system for areas on the railway line is suggested.

A small establishment will be necessary to carry it into effect.

Cantonments in Native States

In Bangalore an increase of duty is recommended.

A sufficient standard of quality for locally made beer should be imposed.

For other cantonments one efficient system of spirit supply on the lines of that in force in Bangalore is suggested.

There is much room for improvement by reduction of shops and in other particulars in these areas.

TELEGRAPH COMMITTEE, 1906

— REPORT¹

SEPTEMBER 25, 1906

President	Sir Lewis Tupper
Members	Mr. L.A.S. Porter; Mr. E.A. Leach; Mr. W. Maxwell; Mr. R.O. Lees; Mr. P.T.R. Kellner.
Secretary	Mr. G. Rainy.

Appointment

The Government of India in the Department of Commerce and Industry appointed a Telegraph Committee vide Resolution No. 7550-7575-88 dated 25th September, 1906 to consider them and certain other minor matters which have not been specifically referred to, and to advise Government as to the course which should be followed.

Terms of Reference

The points which the Committee will investigate are the following:—

- (1) Whether the scheme of decentralisation drawn up by the Departmental Committee of 1904 may be adopted as it stands, or whether any, and if so what, modifications are necessary.
- (2) What alterations should be made in the staff and office establishment of the Direction, if the decentralisation scheme is adopted.
- (3) Whether the existing organisation of the Superior Staff of the Department and the distribution of the work is satisfactory, and if not what alterations should be made: in particular whether a clearer distinction should be made

1. Office of the Superintendent of Government Printing, Calcutta, 1907, 2 vols.

between (a) administration, traffic and inspection on the one hand, and (b) construction and engineering on the other.

- (4) Whether the existing system of recruitment, training and duties of the Upper Subordinate establishment is satisfactory and if not what changes should be made.
- (5) Whether an expert Traffic Officer should be brought out from England to examine the traffic working of the Department and to make suggestion for its improvement.

Note:— If the Committee find they are in a position to recommend the immediate appointment of an expert they should submit detailed proposals to Government at as early a date as possible in anticipation of their report.

- (6) What measures should be taken to promote closer and more intimate relations between the Post Office and the Telegraph Department in the matter of combined offices, and what principles should govern (a) the opening of new departmental offices, and (b) the combining of offices already separate.
- (7) Whether the accounts and audit system of the Telegraph Department should be amalgamated with that of the Post Office.
- (8) Whether any and if so what changes are required in the existing organisation of the Check Office in view of the expansion of message traffic, and in particular —
 - (a) whether any part of the work can be transferred to any Accounts Department; and
 - (b) whether any part of the work can be decentralised and transferred to the Circle Officers whom it is proposed to create.
- (9) What changes should be made to improve the existing organisation of the Signalling Establishment and in particular—
 - (a) whether strictly local and non-pensionable services should be formed in the Presidency towns and other large centres;

- (b) whether female signallers should be employed in the Department and if so to what extent and under what restrictions; and
 - (c) what alterations should be made in the present mode of classification and remuneration of signallers, and to what extent their earnings should be regulated by their actual outturn of work by the general introduction of 'pie-money' or some similar system.
- (10) Whether a scheme can be devised for the automatic increase of the Signalling Establishment in proportion to the actual increase in traffic, the strength of the controlling establishment being increased in fixed proportion to the increase in the lower grades.
- (11) Whether any and if so what changes are called for in the existing stores system of the Telegraph Department.
- (12) Whether it is advisable to decentralise the work of the Department to a larger extent in great cities.

The Committee are not limited by the terms of reference to the specific questions indicated, but are free to take up any matter connected with the main object of their appointment, which is to submit proposals for the improved organisation of the Indian Telegraph Department in all its branches. Any defects in working or suggestions for improvements which may come to their notice should be carefully considered, and so far as necessary, appropriate proposals should be made.

Contents

Resolution of the Government Introduction; The Circle Scheme the Superior Staff and the Upper Subordinates; Reorganisation of the Signalling Establishment; Other Matters Referred to the Committee by the Government of India; Matters taken up by the Committee of their own motion; Summary and Conclusion; Appendices A to Q.

Recommendations

We have now completed our review of work of the Telegraph

Department in all its branches, and it remains that we should summarise the chief recommendations for its improvement which have been made in the foregoing chapters. We have been convinced that radical changes in the organisation of the Department are necessary if, without undue increase of establishments and consequently in expenditure, the staff is to cope successfully with the great growth of traffic. Our proposals will cost money, but they have been framed with the greatest possible regard to economy, and we cannot doubt that if traffic continues to increase, they will every considerably curtail the additional expenditure which would otherwise be inevitable. The main proposals which have been made are the following:—

- (1) The division of the country for Telegraph purposes into eight circles corresponding as nearly as possible with Provincial limits and intended ultimately to be exactly coterminous with Postal Circles.
- (2) The appointment to the charge of each circle of a high Telegraph Official with the title of Director of Telegraphs.
- (3) The reorganisation of the Headquarters staff of the Department; the revised staff of consist of—
 - 1 Director General
 - 1 Director of Traffic
 - 1 Director of Construction
 - 1 Personal Assistant to the Director-General
 - 1 Assistant Superintendent for Traffic
 - 1 Assistant Superintendent for Construction
- (4) The Directors of Circles and of Traffic and Construction to be placed on one list and their appointments to be interchangeable.
- (5) The abolition of Sub-Divisions and the constitution of the Division as the unit of administration.
- (6) The increase in the number of Divisions from 20 to 34.
- (7) The reduction of the clerical establishment of the Direction, a saving of Rs. 1,412 a month being effected.
- (8) The creation of the office establishments of Circle Officers and revision of the clerical establishment of Divisional Superintendents, the additional cost being Rs. 4,533 a month.
- (9) Proposals for improving the financial control exercised by Government over the Department and for increasing the

powers of the Director-General to incur expenditure both on works and on establishment.

- (10) The grant for this purpose to the Director-General of Telegraphs of power to incur extra expenditure on fixed establishment up to a maximum, of Rs. 1,80,000 a year subject to the condition that the total sanctions together in any one year shall not increase the expenditure on account of fixed establishment to be included in the Budget Estimate of the following year by a larger sum than Rs. 30,000 a month or Rs. 3,60,000 a year.
- (11) The devolution to the Directors of Circles of extensive powers and the enlargement of the powers of Superintendents.
- (12) The eventual formation of a Traffic Branch consisting of the Superior Officers employed in the large signal offices.
- (13) The immediate formation of a Technical Branch consisting of an Electrical Engineer-in-Chief, five Electrical Engineers, three Technical Sub-Assistant Superintendents and 38 Telegraph Masters and signallers, the eventual extra cost as compared with the existing establishment being Rs. 42,984 per annum.
- (14) The revision of the scales of pay of the administrative officers of the Department so as to equalise the prospects in the Department with those in the Public Works Department. The cost of this measure is Rs. 37,800 per annum, of which only Rs. 6,000 is properly debitable to the Circle Scheme.
- (15) Improved arrangements for the selection and appointment of candidates for the Provincial Service Branch of the Superior Staff.
- (16) Proposals for improvement in the selection of Traffic Sub-Assistants and for the formation of a new grade at a cost of Rs. 4,800 per annum.
- (17) Proposals for improvement in the selection and training of Upper Subordinates of the General Branch.
- (18) The reorganisation, as summarised in paragraph 61 of the Signalling Establishment at an immediate maximum cost of Rs. 3,07,000 and an ultimate cost of Rs. 3,30,000.
- (19) The revision of the pie-money system as summarised in paragraph 83.

- (20) A scheme for the automatic increase of the Signalling Establishment in proportion to the increase in traffic.
- (21) Proposals regarding the manner in which increases of the supervising establishment should be sanctioned.
- (22) Proposals for the extension of recruitment for the General Scale from European Schools.
- (23) Proposals for the improvement of the Training Classes for signallers.
- (24) The raising of the qualifying test for Departmental signallers to 23 words a minute in plain language and for a corresponding increase in the standard for Postal signallers and Military Telegraphists.
- (25) Abolition of the annual test in signalling.
- (26) Arrangements for the reduction in the number of transfers of signallers and Telegraph Masters.
- (27) Change of the designation of all signallers to "Telegraphist".
- (28) Proposals for the appointment of female signallers.
- (29) Improvement of the Combined Office System.

This includes—

- (a) The adoption of a more liberal policy regarding Guarantees.
- (b) Annual programme of new Combined Officers to be opened.
- (c) A higher standard of efficiency amongst Postal signallers.
- (d) The grant of allowances to Postal signallers while under training.
- (e) Improved rates of pay for Postal signallers, and for that purpose.
- (f) The placing of an annual grant limited to 35 per cent of the revenue from Combined Offices at the disposal of the Director-General of the Post Office, for all expenditure on Combined Officers.
- (g) Recruitment of the Local Scale from Postal Signallers.
- (h) Training of Postal Superintendent in Telegraph Work.
- (i) Inspection of 3rd class Combined Officers by officials of the Post Office.

- (30) Statement of principles which should govern the classification of Offices as Department and Combined.
- (31) Proposals for the conversion of certain Departmental offices.
- (32) The immediate transfer to the charge of the Examiner of the greater portion of the work now carried on the Check Office and the ultimate transfer of the remainder.
- (33) The eventual amalgamation and decentralisation of Postal and Telegraph Accounts.
- (34) Proposal for a new Signal Office in Calcutta.
- (35) Simplification of the work in the Check Office and the formation of a Statistical Branch.
- (36) Reorganisation of the Store Branch. This will effect a saving of about Rs. 600 a month and includes—
 - (a) The abolition of the appointment of Superintendent of Stores and the appointment of an officer trained in store work as Chief Storekeeper.
 - (b) The depots at Madras, Bombay, Karachi, and Rangoon to be the source of supply of all stores for the whole of the areas assigned to them.
- (37) Gradual organisation of graded pay for the clerks in each large signal offices and for the clerks in the small signal officer in each Circle.
- (38) Proposals for the simplification of procedure in signal offices and the acceleration of traffic therein.
- (39) Reduction of the main classes of telegrams to two and revision of the rates for the Urgent class, the loss of revenue to Government being calculated at Rs. 1,80,800 or Rs. 5,36,120 according to the proportion of the present Ordinary telegrams which may be sent by the new Urgent class.
- (40) Improvements in the Railway Telegraph Service.
- (41) Simplification of Divisional accounts.
- (42) Proposals for the training of Assistant Superintendents.
- (43) Proposals for the grant of Study Leave.
- (44) Improved rates of pay for linemen and gradual improvement in the grading of Sub-Inspectors.
- (45) The abolition of Security Deposits.

- (46) The abolition of Check Office fines and the limitation of other fines.
- (47) Provision for the grant of Rewards for the staff of the Department.
- (48) Improvements in the Scale of House Accommodation for signallers.
- (49) Limitation of Telegraph work on Sundays.

It is impossible for us to give an exact estimate of the net financial result of our proposals, although where practicable the cost has been stated. From several of the measures which we have suggested substantial savings may be expected, e.g., the limitation of the number of transfers, the conversion of certain Departmental offices into combined and the reduction of the clerical establishment in signal offices owing to the simplification of the arrangements for dealing with traffic. Small savings may also be effected by the reorganisation of the Check Office and the Store Branch. But the precise amount of the saving cannot in any case be stated with accuracy. On the other side of the account there are several items involving expenditure the amount of which cannot be exactly calculated. As examples of this we may mention the outlay on office buildings for Directors of Circles and superintendents of Divisions (against which there is a saving in the shape of the sale proceeds or the rent of existing buildings); allowance to postal signallers while under training and the introduction of improved rates of pay for this class of official; introduction of a graded system of pay for signal office clerks; increased pay for linemen in certain localities and regarding Sub-Inspectors; and finally increased expenditure due to the revision of the scale of accommodation for signallers and Telegraph Masters.

Although we are unable to give an accurate estimate of the net cost of our proposals as a whole we can state the sum which it will be necessary, if our proposals are approved, for the Government of India to provide for increased cost of establishments in the Budget of the Telegraph Department for the year in which the new scheme comes into force. We have already stated that in our opinion the Director-General should be called on to provide the cost of all improvements in the pay of the establishment and of all new appointments from the grant

for the increase of fixed establishment which we have proposed. To this rule there are only two exceptions, viz., the reorganisation of the Signalling Establishment and the increased expenditure on Combined Offices. The immediate cost of the reorganisation of the Signalling Establishment we have estimated at Rs. 3,07,000, which is an outside figure, as it assumes that the whole of the Average Grade will qualify by the 23 words standard. If the grant to the Director-General of the Post Office is limited to 35 per cent of the revenue from Combined Offices, the extra expenditure on this account will not, we think, exceed Rs. 1,00,000 in the first year. The grant to the Director-General of Telegraphs for increase of fixed establishment will be Rs. 1,80,000 during the first year, but it must be remembered that this sum will cover a great deal of expenditure which, owing to the growth of traffic, was inevitable in any case. The maximum amount to be provided in the Budget for increased cost of establishments is thus Rs. 5,87,000.

See paragraph 61 and 83 mentioned in the recommendation.

Paragraph 61

Our proposals for the reorganisation of the Signalling Establishment may be summarised as follows:—

- (1) The pay of the existing Good Grade to be adopted as the pay of future entrants to the Signalling Establishment for the first sixteen years of their service.
- (2) Signallers of sixteen years' service and under to be divided into three classes in each scale viz., General scale (a) Rs. 50 to Rs. 75, (b) Rs. 82 to Rs. 112, (c) Rs. 122 to Rs. 162, Local Scale (a) Rs. 42 to Rs. 57, (b) Rs. 60 to Rs. 75 and (c) Rs. 81 to Rs. 108.
- (3) Promotion from class to class to be given only on approved service, but no limitation to be imposed on the number in each class.
- (4) An additional or highest class of signallers, limited to 10 per cent of the establishment, to be created on Rs. 172 and Rs. 185 (General Scale), and Rs. 114 and Rs. 120 (Local Scale), the first increment being admissible after two years' service on Rs. 172 or Rs. 114.

- (5) Extra allowances of Rs. 10 per month in addition to pay to be given to signallers qualified in Bandot, typewriting, and testing while they are actually employed on such work.
- (6) Promotion to the highest class of signallers to be given only to men who have thoroughly approved service, and who are qualified for a special allowance or are selected for promotion to Telegraph Master.
- (7) Subject to the limit of 10 per cent on the total Signalling Establishment, men at present in the Superior Grade, or qualified for it by examination to draw the Superior Grade pay, and the Grade to die out as these men are promoted, retire, or die.
- (8) Men at present in the Good Grade or qualified for it by examination to come on the new scale of pay at once.
- (9) Men at present in the Average Grade to come on the new scale of pay if (a) they are permanent Telegraph Masters, (b) they are signallers and pass the signalling test at 23 words a minute, (c) they are signallers of over 20 years' service on the maximum pay, and the condition as to passing the signalling test is released by the Director-General of Telegraphs.
- (10) All future entrants to pass at 23 words a minute before employment.
- (11) One hundred and sixty-nine appointments of temporary Telegraph Masters to be made permanent, 43 being added to the second grade and 126 to the third.
- (12) The remaining 24 temporary Telegraph Masters to be styled Signallers-in-Charge.
- (13) No signaller to be promoted permanently to Telegraph Master unless—
 - (a) He has been recommended for promotion by the Divisional Superintendent.
 - (b) He has passed a practical qualifying examination in technical matters and in traffic and departmental rules.
 - (c) He has given proof of his competence for the duties of a Telegraph Master after a reasonable period of appointment on probation.
- (14) The Director General to have power to appoint Inspecting Telegraph Masters and to appoint additional signallers in

their place subject to the limits of the grant for fixed establishment.

Paragraph 83

The proposals on the present subject are detailed and rather intricate and it will be convenient to summarise them here. They are as follows:—

- (1) Until the date upon which the revision of the pay of the Signalling Establishment takes effect, pie-money should be granted at the existing rate of two pies for every message in excess of 80 disposed of in one watch by each signaller.
- (2) From that date the rate should be four pies a message in excess of 140 per watch and the system thus fixed should be retained permanently.
- (3) Pie-money should be granted on the basis of circuits, not of offices.
- (4) The criterion for determining whether pie-money should be permanently applied to a new line should from now be an average of 360 messages a day in the case of lines worked simplex, an addition of 12½ messages per hour being made for a line worked duplex.

Note:— No change in these figures will be necessary when the new scale proposed in (2) is adopted.

- (5) The test for applying pie-money temporarily to a line should be the receipt of 180 messages in one watch for a simplex line and of 180 plus 150 messages or 330 in all for a duplex line.

The note to (4) applies in this case also.

- (6) The Director-General should be authorised to declare a line a pie-money line or *vice versa*, on the basis of (4) without reference to Government.
- (7) The Superintendent should be authorised of his own motion to order pie-money to be applied to a line when the conditions mentioned in (5) are fulfilled; and when he has

None of these proposals apply to lines worked by Bandot instruments. The experience so far gained of the disposal of traffic on such lines is, in our opinion, not sufficient to justify any recommendations as to the manner in which the pie-money system might be applied to them.



GANGA BRIDGE COMMITTEE, 1906

— REPORT¹

DECEMBER 12, 1906

President	Mr. G. Moyle
Members	Mr. F.G. Dumayne; Mr. W.A. Inglis; Mr. Radha Raman Kar; Mr. Norman McLeod; Major A.D.G. Shelley.
Secretary	Mr. J.H. Lovell.

Appointment

The Ganges Bridge Committee was constituted under the Department of Commerce and Industry vide their Resolution No. 10252-10264 (Railways) dated 12th December, 1906.

Terms of Reference

To consider and report on the following:—

- (1) The erection of a bridge at Sara to link up the metre and broad gauge sections of the Eastern Bengal State Railway.
- (2) The provision of a bridge at Godagiri to more distinctly serve the interests of the Bengal and North-Western Railway.
- (3) A scheme suggested by the Railway Board for the construction of a bridge at Rampur Boalia, connected by short links with the Ranaghat-Katihar and Eastern Bengal State Railways and with Calcutta by a new metre gauge line via Meherpur and Ranaghat.
- (4) The project which the Committee recommends as offering the best settlement of the complex question of the location of a bridge over the Lower Ganges.

Contents

Map showing relative positions of the three bridge sites with connecting lines; Introductory; Urgency for a Bridge; Extension

1. Government Central Printing Office, Calcutta, 1907, 227p.

of metre gauge on the south of the Ganges; Introduction of metre gauge to Calcutta termini; Extension of metre gauge on the south of the Ganges; Comparison on cost of bridge and connections at each site; Engineering value of alternative sites; special considerations affecting Isabpur and Godagiri; Relative traffic advantages of the three sites; Bridge location as affected by public requirements; Location as affected by rapidity of construction; Location as affected by the opening up of new country; Commercial aspect of the sites; Avoidance of duplication of the bridge; Maintenance of a ferry in addition to a bridge, Summary; Comparison of cost of working a ferry with a bridge; Transshipment; Reasonable facilities to be afforded to the B. and N.W. Rly.; Importance of double track; Kosi Bridge; Conclusion; Sense of evidence; Minutes; Appendix.

Recommendations

The metre gauge ought not to be extended south of the Ganges.

Complete terminal accommodation cannot be provided. Partial accommodation, we believe, is practicable, but we cannot advise this, because we do not feel justified in supporting a scheme which, while being expensive, would still require a part, and probably by far the larger part, of the metre gauge traffic to be transhipped in order to deliver it at its natural termini. In our believe trade requires complete terminal accommodation without break of gauge; and if it cannot have that, the only alternative is entire transhipments.

We are strongly of opinion that there can be no possible object in bringing the metre gauge south of the Ganges if entire or any substantial transshipment is required; far, to do this would entail very large outlay, while the existing broad gauge lives already provide very ample transport facilities which are susceptible moreover of great improvement at comparatively small outlay.

Raita provides the cheapest and, therefore, the best route for the Eastern Bengal State Railway traffic and that since this traffic has no alternative route such as the Bengal and North-Western Railway has via Mokameh, and is never likely to obtain one, it is entitled to the greater consideration.

The bridge should be built at Raita

INDIAN FACTORY LABOUR COMMISSION, 1906 — REPORT¹

DECEMBER 17, 1906

President	Mr. W.T. Morison
Members	Mr. W.A. Beaumont; Mr. S.M. Chitnavis; Lieutenant-Colonel C. Mactaggart (later resigned due to ill health); Hon'ble Mr. Alexander McRobert; Dr. T.M. Nair; Mr. John Nicoll; Hon'ble Mr. Vithaldas Damodher Thackersey.
Secretary	Mr. J. Campbell.

Appointment

In the Resolution of the Government of India in the Commerce and Industry Department No. 9974-9993-13, dated the 17th December, 1906, it was announced that the Government of India, acting on a suggestion made by the Secretary of State for India, had decided to appoint a Committee to enquire into the conditions of factory labour in textile factories in India.

Terms of Reference

- (i) To enquire into the conditions of factory labour in textile factories in India.
- (ii) To investigate in respect of all factories in India, the questions referred to Sir Hamilton Freer-Smith's Committee, and the various suggestions and recommendations which that Committee has made.

Contents

Vol. I—Introductory; the inspection work of the Commission; General principles adopted in framing recommendations; Hours at present worked in Indian factories; Extent to which the present Act is either ignored or not strictly enforced; The economic

1. Government Monotype Press, Simla, 1908, 2 vols.

position and the habits of the mill operatives; The effects of the present conditions of employment on the physique of the workers; Should a direct restriction be placed upon the hours of work of adult factory operatives? The measures on which the Commission rely for an indirect limitation of the working hours of adult males, and the probable effect of these measures; The effect on the production *per* operative in textile factories of working days of varying length, and the probable effect of a general 12-hour day; The formation of a "young persons" class, and the restrictions to be placed upon their hours of work; Children or half-timers; the age limits to be fixed; and the hours of work to be permitted; The restrictions to be placed upon the working hours of women; The limits of time within which "young persons," women and children should be allowed to work; The arrangements to be made for half-timers' sets; The certification of children for age and physical fitness; The application of the Act to ginning and other seasonal factories; The question of exempting mills working without artificial light from certain restrictions; Minor recommendations; Administration of the Factory Act; General; Minute of dissent by the Hon'ble Mr. Vithaldas Damodher Thackersey; minute of dissent by Dr. T.M. Nair; Appendices A to F.

Vol. II—Introductory; Adult males; Women; Young persons; Children; Appendix.

Recommendations

Intervals of Rest

In the present Act, it is laid down that all factories, except those working on the shift system, must stop work for a full half hour between noon and two o'clock in the afternoon. In place of this we propose that there shall in all cases be a stoppage of work for not less than half an hour, after not more than 6 hours continuous working. We suggest this amendment as we are convinced that, under the conditions prevailing in India, no operative should be required to work for more than 6 hours continuously. It is, we consider, preferable to place the matter directly upon this basis, rather than to trust as at present to the mid-day stoppage of work in order to secure that the operatives shall not be continuously employed for too long a period. Operatives have in

the past been worked, and in some factories are at present being worked, continuously for 8½ hours without any fixed interval of rest. This ought not, in our opinion, to be permitted. There is another point in favour of the proposal. We find that in few of the textile factories in India is the mid-day interval used by the work people as their meal hour. Coming to work at day-break without taking food, the operatives in most factories take their first meal between 8 a.m. and 10 a.m., and generally eat again between 2 p.m. and 4 p.m.; the mid-day interval is ordinarily spent in smoking, resting, or sleeping in or near the mill compound. We believe that the hands could in many places be kept much more steadily at work if they obtained, instead of the mid-day rest, one interval of half an hour between 8 a.m. and 10 a.m., and another between 2 p.m. and 4 p.m. This course has been suggested to us by several mill managers, and our proposal makes it possible for any factory to adopt it, while those who prefer to retain the midday stoppage can do so.

The Sunday Holiday

The intention of the existing Act was to make Sunday a close holiday for all factories, subject, however, to four provisions designed with the object of avoiding all inconvenience to factory owners. The first provision was intended to permit the supervising and mechanical staff to examine and repair machinery on a Sunday, without imposing on the owners the obligation to give a compensatory holiday in lieu thereof; the second admits of the factory as a whole, or of any individual in the factory, working on Sunday, if a compensatory holiday is given on one of the three days preceding or succeeding the Sunday; the third and fourth provisions enable the Local Governments and the Government of India, respectively, to exempt any factory or class of factories from the necessity for granting the Sunday holiday. As we have explained in paragraph 16 (see at the end of recommendations) of this report, advantage has been taken of the somewhat wide terms adopted in the first proviso to bring in the whole body of workers, or a considerable proportion of them, to clean machinery on Sundays. In such cases no compensatory holiday is, in fact, given. It is, we think, clear that this practice should be stopped; and we consider that this can best be effected by adding to section 5B, sub-section (2),

clause (a) of the Act an explanation to the effect that periodical cleaning is not included in the terms "examining" or "repairing". The second proviso has also worked somewhat unsatisfactorily in practice, inasmuch as it is extremely difficult for an inspector to ascertain whether, when a portion of the ordinary staff is worked on Sunday, compensatory holidays are in fact given to them. As no notice of the intention to work on Sunday is required, and as Sunday working is permissible in anticipation of the grant of a holiday later on in the week, employers can, and do, work their operatives on Sunday without granting any compensatory holiday, and they run but little risk of detection thereby. In order to prevent this, we recommend that previous notice should be required in all such cases. This will not occasion any inconvenience to factory owners, while it will enable the inspectors to satisfy themselves that the provisions of the law are in fact complied with.

Government already has power to exempt, by notification, any factory or class of factories from the necessity for giving a Sunday holiday. We think it would make the Act more complete, and save trouble, to specify in it, in addition, the classes of factories which we have ascertained must always be granted the exemption on account of the continuous processes carried on. These are breweries, distilleries, sugar refineries, mineral-oil refineries, ice factories, glass works, tanneries, cement and chemical works, and kilns connected with potteries.

Education

We do not consider that factory owners should be compelled to provide elementary education for the children employed by them. We can see no reason why this particular obligation should be placed upon employers of factory labour only, and we know of no analogous provision in this country which could be cited in support of the proposal. Education is not compulsory in India; and the class from which the child workers employed in the factories are drawn does not, as a rule, take advantage of the educational facilities which are at present offered. Further, as we have already stated, we are most strongly opposed to the maintenance of schools within the factory enclosure. In many cases the mill school is used only in order to keep the children

on the premises throughout the day, and they are forced to work—often for the full running hours of the factory—if the labour supply is short.

We feel strongly, however, that every facility and encouragement should be given to promote the education of children working in factories. The conditions under which these children live are necessarily such as to prevent them from availing themselves of educational facilities to the extent to which other children can; and in most cases it would be impracticable for the children, however willing they or their parents might be, to obtain any opportunity of attending school. It is hardly necessary to advance any arguments in favour of the suggestion that all possible facilities should be given for the education of this class; and we feel sure that in advocating this we shall command the sympathetic support of the employers of labour in India. The problem must, we consider, be attacked by the educational and local authorities, acting in concert; and we trust that the various Local Governments will bring all the influence which they can to bear in order to secure that the matter is adequately dealt with. The only solution of a practicable character appears to us to be an arrangement under which special schools for factory children would be opened at suitable centres, close to the factories; the course of instruction would have to be repeated twice each day, for the benefit of each set of half-timers, and the school hours would have to be fixed solely with reference to the working hours of the children in the factories. Arrangements could doubtless be made under which it would be possible for the children to attend school for a maximum of two hours each day. We do not consider that a longer period would be advisable, in view of the facts that the children must necessarily be tired after their work in the factory, and that it is desirable to get them away from the factory, and the factory neighbourhood, at the earliest possible moment. These special schools would probably have to be financed by the local authorities concerned, but we feel confident that the factory owners for the education of whose workers these schools would be maintained would gladly assist in this matter by substantial voluntary contributions.

Further, in order to encourage the education of factory children, we propose that any child of 13 years of age, who can produce a certificate showing that he has passed such educational

standard as each Local Government may fix from time to time, should be permitted to work as a "young person", if certified as physically fit to work 12 hours a day. This proposal is based on a similar concession given under the English factory law; though it may not be taken advantage of to any great extent at first, we believe that in time it may give some stimulus to education.

Presence of Non-Working Children in Factories

The subject of the presence of non-working children in factories naturally falls under two heads:—(i) the presence of infants or children too young to be capable of doing work, and (ii) the presence of children under the legal working age, who could nevertheless be worked. We are of opinion that children under 6 years would generally fall within the former category, children over 6 years in the latter. As regards the former class—children under 6 years of age—we do not recommend that it should be made an offence to permit such children to remain in a factory. We are satisfied that every effort is at present made by employers to keep women from bringing young children into the factories; in some factories it has been found possible to stop this practice entirely, and we have everywhere found that mill managers do all they can to discourage it. But in a large number of cases it is quite impracticable to prevent it altogether. Many women who earn their livelihood by factory work must either bring their children with them to the factory, or leave them at home practically without care or supervision of any kind. The rooms in which women work are in general well lighted and well ventilated; and it is only in a few exceptional cases that the children who accompany their mothers could come to any harm. As a matter of fact, the information which we have been able to collect on this subject shows that there are extremely few accidents to young children in factories, and in these circumstances we do not think that a case has been made out in favour of an absolute prohibition of the practice. Any attempt to prescribe general rules governing the matter would, we think, fail, inasmuch as it is impossible to cover all the diversities which exist by a set of general rules. The only other alternative would be to leave the matter by law to the discretion of the local inspectors. We are reluctant to adopt that course, partly because

we think that the obligations to be imposed upon factory owners should be as uniform and definite as possible, and partly because we are not inclined, at the present stage, to confer absolute power upon the inspectors in respect of this matter. In all the circumstances, we are of opinion that no action need be taken by the Government to prevent the introduction of non-working children under the age of 6 years into factories.

In the case of non-working children over 6 years of age, the dangers to be guarded against are of a different kind. Our inquiries have shown that there is a great scarcity of child-workers in textile factories all over India, and also that under-age children of this class, accompanying their parents to factories, are frequently allowed to work as regular hands, or to help their parents. The inspectors find it almost impossible to prevent this. If an inspector appears, such children stop working, and say they were playing; and no conviction can be obtained unless it can be proved that the child was actually working. The presumption, amounting almost to certainty, is that any such child found in a mill would in fact be engaged as a regular worker; but proof which will satisfy the courts is often unobtainable, and in such cases the law is violated with impunity. In order to prevent this, and to facilitate the work of inspection, we recommend that any child over the age of 6 years, who is found within any room or other part of a factory where manufacturing process or work incidental to manufacturing process is carried on should be deemed to be employed in that factory, unless the contrary can be proved. This provision will not, we are satisfied, occasion any practical inconvenience, while it will materially facilitate the work of inspection.

Fixation of a Standard of Purity for Air in Factories

Our observations show that the ventilation in factories, other than cotton textile factories, is in general excellent, and no provisions regarding the purity of the air are required in such cases. In cotton textile factories the conditions in this respect vary widely; speaking generally, the newer mills are admirably ventilated, while the arrangements in the older mills are such that, though ventilating contrivances exist, they are not effective in actual practice. In order to obtain a comfortable degree of warmth in the cold weather, or in order to prevent threads

snapping in the hot dry months, or when a dry breeze is blowing, it is the custom in most mills not fitted with modern ventilating arrangements to shut all the windows. In these circumstances the atmosphere of the work rooms soon becomes very vitiated; and it requires no demonstration that continued work in such foul air must necessarily be most injurious to the operatives. We would refer, in this connection, to our inspection notes on mills Nos. 3, 27, 28, and 29. As one witness of long practical experience stated, any man would feel exhausted even if he merely sat in a chair in some of the work rooms for eight or nine hours, the atmosphere was so foul. Others were of opinion that the vitiated air in the mills was largely responsible both for the careless habits of work of the operatives, and for their frequent absences from the work rooms. The conditions in some mills were, they considered, such as to preclude any display of energy, and to necessitate frequent absences in order to obtain a breath of pure air. Our observations have convinced us that these statements are justified by the conditions obtaining in some cotton textile mills, and we are therefore of opinion that an attempt should be made to fix a standard of purity of air, in order that a reasonable amount of ventilation may be insisted on. Unless a standard of purity be fixed, it will be impossible for the inspectors to effect any improvement in respect of this matter. The standard should, as in England, be expressed in terms of the proportion of carbon dioxide present in the air, and power should be taken in the new Act authorising the Governor-General in Council to prescribe and enforce such a standard. The question of the standard actually to be fixed is one for chemical and medical experts; and we recommend that arrangements should now be made to conduct the experimental work necessary in order to arrive at a decision on this point. We do not consider that the standard adopted in England could be applied, without careful examination as to its suitability, to India.

Fixation of a Standard of Humidity

Agreeing in this respect with practically every witness examined we do not consider that any standard of humidity should be fixed for the air in textile mills in this country. The climatic conditions vary so widely over India that the fixation of any standard would, we are satisfied, be impossible in practice.

Fixation of a Standard of Purity for the Water used for Humidifying Purposes

The water used for humidifying purposes is, in general taken from the municipal water-supply. In other cases it is usually drawn from sufficiently pure sources; but we have found several instances where the water used for this purpose was taken from stagnant, foul-smelling tanks, and was obviously most impure. We consider that it will be possible to rectify this, while at the same time imposing no burden upon the factories which have at present a supply of reasonably pure water by requiring that in all cases where humidity of the air is produced by artificial means, the water used for the purpose must be taken either from a public supply of drinking water, or from some other source of supply ordinarily used for drinking purposes. If it is not obtained from such sources, then the water used must first be purified to the satisfaction of the inspector. This will over all cases, even those of factories situated in the most isolated places.

Measures to be taken to Protect the Workers from Inhaling Dust or other Impurities

We have found that in several classes of factories, more particularly cotton presses, rice-mills, flour mills, and paper mills, the amount of solid impurities in the atmosphere is so large as to cause serious danger to the health of the operatives. In many cases the dust was so bad that we could hardly enter the work-rooms. In some of the better managed factories mechanical appliances have been used which entirely obviate this danger, and there is no reason why such appliances should not be insisted on wherever they are needed. We recommend that power should be taken in the new Act to require the owner of any factory where dust or other impurities are likely to be inhaled by the workers, and where this could probably be prevented, to take such means of a mechanical character as the inspector may direct in order to prevent such inhalation. The circumstances are, we think, such as to justify fully the application of this remedy. An appeal against any order of this nature passed by an inspector should, we think, lie to such authority as each Local Government may prescribe.

Latrine Accommodation

Throughout our tour, we directed special attention to the question of the adequacy of the ordinary scale of latrine accommodation, which is one seat for every 50 workers. We are satisfied that that scale is, in general, adequate. Men were seldom seen waiting outside the latrines, and no complaints were made as to the inadequacy of the accommodation provided. The scale is, however, inadequate in the case of the smaller factories where the number of workers does not exceed about 200. In order to provide for this, we recommend that the following scale should be prescribed for general adoption:—

up to 50 operatives	3 seats.
from 51 to 150 operatives	4 seats.
from 151 to 200 operatives	5 seats.
above this number	one seat for every 50, or fraction of 50.

Where latrines are provided on the septic-tank or water-carriage system, the scale might be reduced after the first 25 seats. We do not consider that the provision of separate urinal accommodation should be insisted on. The habits of the native in this respect are different from those of the European; and it has been found that urinals, where provided, have frequently not been used in the manner intended. The provision of separate urinal accommodation would, in general, probably be of but little benefit to the workers.

Fencing of Machinery

The arrangements for the fencing of machinery are, in the great majority of cases, excellent. We do not consider that any powers in excess of those conferred by the present Act are necessary as regards this matter.

The Provision of Fire Exits

In many factories no adequate provision is made for the escape of the operatives from the upper storeys in case of fire. There is frequently only one staircase to the upper storeys, which serves

both as entrance and exit. These staircases are often narrow and steep; and it would be quite impossible in some factories we visited for even a moderately small number of men to escape quickly from the upper storeys of the building. Most factories in India with more than one storey are cotton factories; and, considering the danger of fires occurring there, and the rapidity with which they spread, we regard it as essential that adequate provision should be made for the degrees of the workers in case of fire. We therefore, recommend that every factory owner should be liable to be called upon to provide adequate facilities for this purpose; and that inspectors should be authorised to serve notices upon occupiers specifying the measures which they consider necessary in order to effect this, and fixing a period within which these measures must be carried out. An appeal against any order of this nature passed by an inspector should, we think, lie to such authority as each Local Government may prescribe.

Hanging of Doors in Factories

It has been suggested that all factory doors should be hung so as to open readily outwards. The question is not of much importance in India, as in most factories it is the custom to leave all doors wide open during working hours. We recognise, however, that it is a useful measure of precaution to require that all doors shall, except where sliding doors are used, be hung so as to open readily from the inside outwards; and we recommend that the doors of all rooms where more than 30 workers are at any time employed should, in factories the construction of which was not commenced before the passing of the new Act, be required to be hung in this manner. We do not consider it advisable to give retrospective effect to this provision; but we have no doubt that the majority of factory owners will, on their attention being called to the matter, voluntarily adopt this simple and inexpensive precaution against accidents.

Cotton Openers

Machines known as "openers" are used in cotton presses to clean the cotton, and also to mix the various qualities of cotton passed through the machine into one uniform grade. In some cases the machine is used primarily as a cleaner; in others the chief object

is to mix the cotton. The opener is of simple construction: a cylinder fitted with projecting spikes of wood, or of iron covered with leather, is made to revolve at a very high speed within a small chamber, provided with a receiving opening at the top, and a delivery opening, extending for the whole length of the chamber, in front. The cotton is pushed by hand into the chamber at the top; catching in the spikes, it is swept round inside the chamber, and ejected with considerable violence from the opening in front. Clouds of dust rise from the cotton as it emerges, unless steam is used in the opener. The machine usually is of a very primitive type; and, as it is used at present, it is a constant source of danger to all the operatives in the press house. In the first place, the air is usually thick with dust beaten out of the cotton; in the second plane, stones mixed with the raw cotton are occasionally hurled with great force from the opener among the operatives who work directly in front of it, removing the cotton as it falls; and, lastly, and most important, fires frequently occur owing to the presence of matches in the raw cotton, or to sparks caused by stones or similar bodies coming in contact with exposed portions of the metal work inside the opener. In such cases the fire is almost explosive in its violence, as the air is heavily charged with floating particles of cotton, and the opener is surrounded by large quantities of cotton in a loose fluffy condition. In an instant the whole room is ablaze; after the first flash, however, little difficulty is usually experienced in putting out the fire. It is a remarkable fact that, while a considerable number of women have been burned to death owing to fires occurring in the opener, only three cases have been traced where male workers have died from this cause. We visited a press house at Nagpur where a fire had recently occurred, resulting in the death of two women. Four females were working in front of the opener when the fire broke out, along with a considerable number of men. All the men escaped without injury; when the fire was put out a few minutes later, two of the women were found dead, lying on heaps of cotton to one side of the opener. They were not seriously burned, and in the opinion of the medical officer they had probably died of shock. The room was practically an open shed, on the ground level, with numerous large uncovered openings at every two or three yards' interval. The opener was not more than fifteen feet from a large open door

way. We have ascertained that in similar accidents twelve women were burnt to death at Barsi in 1902, and six women at Amalner in 1906.

All the accidents due to fires occurring at the opener are of practically the same character. The men generally escape without injury, other than superficial burns; the women, in most cases, are killed. The reasons for this are that the instantaneous flash bewilders the women, they become panic-stricken, and rush into danger while seeking to escape. Further, their form of garment is such that they attract much more cotton fluff than the men, who usually work with no covering but a small loin cloth. This fluff is at once ignited; and, though it probably would not in itself be sufficient to cause any serious injury, yet the feeling that their clothing is on fire still further bewilders and terrifies the female workers. Lastly, the amount of dust and fluff from the cotton thrown out from the opener is so great that the women are said frequently to cover their faces completely with a portion of their garments, in order to escape the irritation and annoyance which the fluff and dust cause. It is obvious that, in these circumstances, they have but little chance of escape should a fire occur.

We are satisfied that the only practicable method which will prevent the recurrence of these deplorable accidents is an absolute prohibition against the employment of women, or female young persons, in that portion of a cotton-press factory in which an opener is at work. Owing to the extremely dangerous character of this machine, we consider that the prohibition should be extended to children also, although children are, as a matter of fact, seldom engaged in any part of a press factory. The enquiries which we have made show that an absolute prohibition of this kind will not occasion any serious inconvenience to the owners of press factories, or interfere with the work there. Women are employed in front of the openers merely in order to beat the cotton, or to render the mixing process still more complete; but they could equally well be replaced by men, and the additional cost would be trifling. The absolute prohibition which we suggest would not, of course, apply to persons working on the feeding side of an opener, where it delivers into another room completely separated off from the feed-room by a partition extending from the floor to the roof. It should also be noted that our proposals

do not apply to openers in cotton ginning factories; work in front of these is not dangerous.

Proposal to extend the Act so as to include all factories employing more than 20 and less than 50 operatives

Under section 20 of the present Act, Local Governments are empowered to extend the Act to factories employing not less than 20 persons. This power has been exercised by the Governments of the United Provinces, Burma, and the Punjab, limits suited to the requirements of each province being fixed. In these circumstances we see no advantage in reducing the general limit from 50 to 20 persons. This course would be open to the objection that the Act might thereby be applied in cases where its practical enforcement would be impossible, or extremely difficult: it certainly would considerably increase the work of the inspectors, and might require the appointment of additional men. We have discovered nothing in the course of our tour to lead us to think that any general extension of the Act to these small factories is either necessary or advisable.

Application of the Act to Electric Power Stations

The Government of India referred to us the question whether, if the definition of a "factory" in the present Act were eventually held not to be sufficiently comprehensive to cover electric power stations, these factories should be specifically included in the definition. We consider that this is unnecessary. All necessary precautions for the safety of the workers are already prescribed in the Indian Electricity Act, or in the rules made thereunder; the operatives are of a much superior class to ordinary factory workers; they are in no case over-worked; and they do not require protection as against their employers. We understand that the majority of the Local Government consulted on this subject were also of opinion that it was unnecessary to bring electric power stations under the Factory Act.

Administration of the Factory Act

Present System of Inspection

When we find that in Calcutta, the headquarters of a special

factory inspector, from 30 to 40 per cent of the children employed half time in jute factories are under the legal age of 9 years, and 25 per cent of the young full-timers are under the legal age of 14 years; that in 17 out of the 29 cotton factories visited by us outside the Bombay Presidency all the children under 14 years of age are regularly worked the same hours as adults; that factory inspectors admit that they knew of the existence of these abuses, and took no steps to stop them; and that in many factories the provisions of the law for a midday interval and an entire stoppage of work on Sunday are more or less ignored — it is evident that, except at a few centres, the present system of factory inspection has proved a failure. The reason to us to be that Government has not appointed a sufficient number of full-time factory inspectors, and has depended too much on a number of *ex-officio* inspectors who have neither the time nor the special knowledge necessary for the work. Our deliberate opinion is that the inspection of large factories by the District Magistrate or the Civil Surgeon is, so far as the enforcement of the Act is concerned, a use less formality which ought to be abandoned. The only part of India in which a fairly adequate staff of special inspectors has been appointed is the Bombay Presidency, and there the Act is, on the whole, well enforced.

Proposal to Increase the Number of Full-Time Inspectors

We consider it essential to a proper enforcement of the Act all over India that the staff of full-time inspectors should be at once increased to a strength sufficient to cope with the work of inspecting all the factories in India. The number of such inspectors employed at present for each province, and the number we propose should be entertained, in the first instance, are as follows:—

Province	Present number	Proposed number
Bombay	3	4
Bengal and Eastern Bengal and Assam	1	2
United provinces	—	1
Madras	1	1
Punjab	—	1
Central Provinces	1	1
Burma	—	1

These recommendations need explanation in some cases :—

Bombay

The Bombay Government recognise the necessity for an additional inspector, and there can be no doubt that the increasing number of factories in this province requires the services of another man immediately.

Bengal and Eastern Bengal

The present inspector's charge includes also the factories in the United Provinces: he should be relieved of this part of his duties, and a second inspector should be appointed, the work in Bengal and Eastern Bengal being suitably divided between the two.

United Provinces

An assistant inspector of factories has, we understand, recently been appointed to this province. We consider there is ample work for one full-time inspector.

Madras

The present inspector devotes a portion of his time to the inspection of factories in Madras city only, his principal work is that of boiler inspector for the whole Presidency. We consider that one full-time factory inspector, with no other duties, should be appointed and made responsible for all the factories in the Presidency.

Punjab, Central Provinces and Burma

The present inspector in the Central Provinces is also boiler-inspector for that province, and has a low-paid assistant. There is no full-time inspector in either Burma or the Punjab. In each of these three provinces, the number of large factories working throughout the year is comparatively small, but there are large numbers of seasonal factories for rice-husking, cotton-ginning, etc. If the inspectors had only duties under the Factory Act, they would not be fully employed during the months when the seasonal

factories are shut down. We therefore, recommend that they should be also the boiler inspectors for the respective provinces: the inspection of the boilers of the seasonal factories is best undertaken when the factories are shut down, so that their combined duties would be fairly spread over the whole year. If assistance is required in the Central Provinces, the assistant should be merely a boiler-inspector, with no power under the Factory Act, as we are strongly opposed to the grant of authority under the Factory Act to any but responsible men of some position.

Proposal to Discontinue Inspection by Ex-officio Inspector

With the appointment of this staff of full-time inspectors we would entirely do away with the periodical inspection of factories by *ex-officio* inspectors, whether ordinary or medical. We have already alluded to the uselessness of such inspections when performed by district officers, who in most cases know little about the work, and sometimes have never been inside a factory when they are called on to make inspections under the Act. To be of any value, an inspection must be made by an officer thoroughly conversant both with all the provisions of the Act and also with the internal working and arrangements of the mill, and in justice to mill-owners there ought to be uniformity and continuity of policy in carrying out the Act. We received, in the course of our tour, several complaints of unnecessary trouble and confusion caused by the conflicting orders of different *ex-officio* inspectors—orders given by an *ex-officio* inspector were, on his transfer from the district, at once reversed by his successor, and factories were sometimes over-inspected by a number of subordinate officers possessing no practical knowledge of the industries concerned.

The periodical inspections by Civil Surgeons and other medical officers appointed joint inspectors under the Act are in our opinion only repetitions of the inspections made by District Officers, and are equally useless. The joint inspector is supposed to give special attention to the employment of children, and the sanitation, ventilation, water-supply, etc., of the factory. These are points which will be looked into by the full-time factory inspector in future, and we see no reason to think that the same ground need be gone over again by a medical man in India, any

more than in England. An ordinary inspector is perfectly competent to see that latrines are provided and kept clean, that a sufficient supply of good drinking-water is provided for the mill hands, that the factory is properly ventilated, and so on; while, if our proposals for the certification of children are accepted, an inspector's duty, so far as the employment of children is concerned, will resolve itself into an examination of their certificates. We see no possible danger in the entire abandonment of these inspections by medical officers; and, on the other hand, we see great advantage in the concentration of the whole responsibility for the inspection of each factory in the hands of one trained inspector.

Appointment and Pay of Inspectors

The full-time inspectors would, of course, be appointed by the Local Governments as at present. We consider that some Indian experience, if possible of the main industry of the province, and ability to converse with the factory operatives in their own language, are essential qualifications for the appointments. We do not consider it necessary that the inspector should have had previous experience of factory work in England; but we advise that very inspector who has not some experience of factories or factory inspection work in the United Kingdom should, as soon after his appointment as convenient, be allowed to pass three months with a factory inspector there. To secure men of the proper stamp and position we recommend that the salaries of inspectors should commence from Rs. 400 a month or upwards (the initial salary being fixed in each case with reference to the man's qualifications) and should rise by annual increments of Rs. 30 to Rs. 1,000: the salaries to be personal, not graded; the appointments, which should be on probation for the first year, to be made to particular provinces, but the inspectors to be liable to transfer to other provinces should the Local Governments concerned consider transfer advisable: such of the present factory inspectors as are considered suitable should be brought into the scheme at once.

Necessity for Uniformity in the Administration of the Act

One of the questions referred to us is whether arrangements

should be made to secure uniformity in the administration of the Act throughout India. Our opinion is that while nothing should be done to diminish in any way the full authority and responsibility of the Local Governments for the administration of the Act in their respective provinces, it is necessary to take steps to secure some uniformity in the administration throughout India. Wide differences at present exist in the administration of the Act in different parts of India: these have already been set forth at length in the preceding sections of our report and need not be recapitulated here. We need only record our opinion that, if a fairly uniform enforcement of the Act is to be secured throughout India, something must be done to co-ordinate the policy and work of inspection in the different provinces.

Proposal to Appoint a Chief Inspector of Factories in India

For this purpose we recommend the appointment by the Imperial Government of a chief inspector of factories in India. His headquarters should be in Bombay, but for the greater part of the year he should be on tour, visiting all the factory centres in India at least once a year, and making long halts at places such as Calcutta, where the number of factories is great. His duties should be purely advisory, and he should not, except when specially requested or empowered by a Local Government, exercise any power under the Act except that of entry and inspection of factories. In respect to factory inspections in each province he should be directly subordinate to the Local Government, corresponding directly with the local secretariat. He should secure uniformity of administration by calling the attention of inspectors to matters in which their inspectional work falls short of his standard. The inspectors should be bound to comply with his directions, but in doubtful cases he should take the orders of the Local Government. In the case of any difference of opinion on a cardinal point between the chief inspector and the Local Government, the latter should refer the matter for the orders of the Imperial Government. The greatest care should be taken to prevent the appointment leading to any centralisation of the administration of the Act in the hands of the Imperial Government: the Local Governments must be left free to administer the Act themselves, as in the past, the only

difference being that each of them will have the advice and assistance of the chief inspector in securing uniformity of administration. The post, which must be well paid, will require a man of marked ability and tact, and with Indian experience. If he has not already had experience of factories in the United Kingdom, he should, like the inspector, be given an opportunity of seeing the work of factory inspection there.

Subordination of the Inspectors to Certain Offices

Under the present Act the District Magistrate is an *ex-officio* inspector of all factories in his district. We are of opinion that the arrangement should be continued, not for the purpose of periodical inspection of factories by the District Magistrate, but in order that the full-time inspector may have in each district an official superior who would, when necessary, control his work in that district, and to whom he can turn for advice and assistance. The practice of appointing subordinate officers, such as Assistant Collectors or tahsildars, to be inspectors of factories should, we recommend, be discontinued. In Bombay the work of the full-time inspectors is supervised and controlled by the Collector of Bombay or his covenanted assistant: we consider that the arrangement is a good one, and recommend that in Calcutta and Madras, and, if necessary, in the other provinces as well, the inspectors should be placed under the direct control of similar officers. The system in Madras by which the control of factory inspection throughout the Presidency is given to the Sanitary Engineer does not recommend itself to us.

Certifying Surgeons

The arrangements which we propose for the certification of children for age and physical fitness have been detailed in Section XVI of our report. To give effect to these at the principal industrial centres, we consider it essential that at least one full-time certifying surgeon should be appointed for all the factories in Bombay city, another for those in Calcutta and its neighbourhood, and probably a third for the factories in Ahmedabad and other places in Gujarat. In our opinion the work of certification at

Bombay and Calcutta is badly done under the present systems: the number of medical officers concerned, the frequent changes of *personnel*, and the different standards adopted for the purpose of ascertaining ages, all tend to this result. We believe that one special officer could, by carefully arranging his movements, probably visit all the mills in Bombay city once a week for the purpose of certifying the children, under the system we have proposed. Similarly in Calcutta we recommend that, at first, one special officer should be appointed: if it is found in practice that he cannot visit every factory once a week, then the certification of children in some of the outlying factories must be entrusted to the local civil surgeons until such time as a clear case is made out for the appointment of a second full-time officer. For the certifying surgeons in both Bombay and Calcutta, motor cars should be provided to prevent delay in getting about from mill to mill. We are not so convinced as to the absolute necessity for a full-time certifying surgeon in Gujarat, but think that the proposal to appoint one ought to be investigated by the Local Government. It is not, in our opinion, necessary that these special certifying surgeons should be members of the Indian Medical Service: it would probably be better to appoint qualified medical men who do not belong to that service, and who would, therefore, probably continue in the same post for long periods. Where full-time officers have not been appointed, the local Civil Surgeon must continue to be the certifying surgeon.

The proposals which we have made as regards the appointment of inspectors and certifying surgeons are necessarily of a tentative character, inasmuch as we are not in possession of sufficient information to warrant us in pronouncing any positive opinion as to the staff required, or as to the detailed arrangements to be made in order to secure proper inspection and adequate facilities for the certification of children. These details must be based upon the results of actual experience acquired as to the working of the system we propose; our specific proposals are in this respect purely of a preliminary character; and we wish it to be clearly understood that any arrangements which experience may show to be required in order to secure adequate inspection and certification should certainly be made.

Draft Bill embodying our proposals

We have considered it advisable to cast our proposals for the amendment of the present law into the form of a draft Bill, embodying in a precise form all the recommendations which we consider necessary (Appendix E). While not claiming for this draft any great accuracy of legal phraseology, we have endeavoured to make it as complete and definite as possible. Objections have been taken to the present Act, both by many of the witnesses who appeared before us, and by the managers of mills which we visited, on the ground that it is too vague, and leaves too much to be dealt with by rules and notifications which managers and others interested in the Act find difficulty in obtaining, and in keeping corrected. We admit the force of the objection, and think that all directions of general application should be included in the Act.

We presume that the new Bill will probably be introduced and passed, with such modifications as may eventually be decided upon, during the session of 1908-09. In that case, we advise that the Act should not be brought into force until the 1st April 1910. It is, we consider, necessary to give employers of labour a reasonable time within which to make their arrangements to meet the altered conditions which the new Act will create. The Act will necessitate in some cases changes of a more or less radical character; for instance, factories working only daylight hours at present will, if they desire to work a 12-hour fixed day throughout the year, have to put in electric-light installations. Further, any change of system will probably be resented by a certain section of the mill operatives in India; and it would, we consider, be unduly optimistic to hold that the new Act will be brought into force without some temporary friction. For that reason we attach the greatest importance to its operation beginning at a time when the conditions are such as to diminish, as far as possible, the probability of any serious disorganisation occurring. In April the labour supply is, except in jute mills, normal, and the hours in factories working by daylight are approximately 12 a day. Employers will therefore be in a better position then to meet any unreasonable demands which may be made than they would be at a later period in the year; while, as the working hours will not be decreased in daylight factories,

the operatives will probably accept the altered conditions more readily, and may learn to appreciate their advantages before the hot season is over.

Labour Laws of Native States in India

Although we consider that the effect of our proposals will ultimately be to improve materially the position of industries in India, yet we are conscious that there will be a transition period during which the disadvantages of the limitations we propose will be felt, while their advantages will not then have become apparent. During this period factories in British India may possibly suffer to some extent from the competition of adjacent factories situated in Native States, and not subject to the restrictions which we desire to impose. This is more especially the case as regards cotton ginning, spinning, and weaving factories. The question is one of considerable practical importance; and we would suggest that the Government of India should consider the advisability of making arrangements under which the conditions in these territories would be assimilated as far as possible in this respect to those obtaining in British India.

Paragraph 16 mentioned in the recommendations

Paragraph 16

Throughout India, except in Bombay, it is the general custom to call the operatives, or a certain number of them; to clean machinery on Sunday, or on the holiday given in accordance with Section 5B(2)(h) of the Act in lieu of Sunday: the work of cleaning lasts from 3 to 5 hours. It is contended that, under the terms of section 5B, sub-section (2), clause (a) of the Act, it is open to the owners to employ the workers generally and not merely the machanical staff—in cleaning machinery, without granting a compensatory holiday, in as much as the periodical cleaning of machinery is covered by the words “the examination or repair of any machinery” in the section. We are clearly of opinion that this interpretation of the law was never contemplated, and is incorrect. The permission granted under section 5B(2)(a) of the Act is, in our view, limited strictly to cases

of *bona fide* repair or examination; and we are of opinion that it is a misuse of language to hold that the periodical cleaning of machinery, by the general body of operatives, consitutes either an 'examination' or 'repair' of the mill machinery, in the sense in which these words are used in the Act.



RAILWAY POLICE COMMITTEE, 1907

— REPORT¹

APRIL 12, 1907

President	Mr. H.A. Sim.
Members	Mr. C. J. Stevenson-Moore; Mr. D. Ross-Johnson.
Secretary	Mr. H. de L. Ross.

Appointment

The Railway Police Committee constituted under the Home Department (Police) vide their Resolution No. 357-365 dated 12th April, 1907.

Terms of Reference

To visit certain specified Railways and report:—

- (1) how far the present distribution of the Cost of Railway Police is in accordance with the principles laid down in the Public Works Department Resolution, No. 1075-G, dated the 27th April 1897; and
- (2) whether those principles require any, and if so what, modifications.

Contents

Previous History of the Railway Police; Appointment of the Present Committee; Modifications proposed by the Committee — More complete separation required; Rank and File; Government Railway Police; Railway Watchman; Supervising Staff; Cost according to Committee's proposals; State Railways;

1. Home Department, Simla, 1907, 90 p.

Housing; Seal checking by Police; Performance of magisterial duties by Police; Revision of Contract; Conclusion; Appendices.

Recommendations

Still adhering to the principles of 1872, they have firstly divided the duties in detail required from the State on the one hand and from the Railway on the other and have recommended that the rank and file should be divided off into two branches for performance of those duties and be paid for accordingly, – full weight being given to the considered opinions of the Railway authorities in regard to the number and distribution of the staff for their portion of the duties, – and secondly in the case of the supervising staff, which cannot be allocated, they have recommended what in their opinion is the most equitable division of its cost. Contingencies will be divided in the same proportion as the cost of the supervising staff subject to the condition that the contingent expenses of the rank and file such as clothing, travelling allowances and house rent will, so far as they are divisible, be divided according to actuals.

In their deliberations, the Committee have given full weight to the views laid before them by the various Railway authorities whom they have consulted. The main contention that the present method of division of the cost of the Railway Police needs amendment has the Committee's fullest concurrence. From the further contention that the maintenance of order within Station limits is a duty to be performed at the cost of the State, the Committee in view of successive rulings from the beginning of the Railway Police in India and of the principles and practice accepted in England and equally applicable to India have been compelled to dissent. The remaining arguments have all been sufficiently noticed in the body of the report.

ROYAL COMMISSION UPON DECENTRALISATION IN INDIA, 1907 — REPORT¹

SEPTEMBER 7, 1907

Chairman	Mr. C.E.H. Hobhouse (replaced Sir Henry Primrose)
Members	Sir Frederic Styles Philpin Lely; Sir Steyning Willam Edgerley; Shri Romesh Chunder Dutt; Mr. William Stevenson Meyer; Mr. William Lionel Hichens
Secretary	Mr. H. Wheeler.

Appointment

The Royal Commission upon Decentralisation in India was appointed by a Warrant of the King and Emperor Edward VII under the Royal Sign Manual on 7th September, 1907.

Terms of Reference

To enquire into the relations now existing for financial and administrative purposes between the Supreme Government and the various Provincial Governments in India, and between the Provincial Governments and the authorities subordinate to them, and to report whether, by measures of decentralisation or otherwise, those relations can be simplified and improved, and the system of Government better adopted both to meet the requirements and promote the welfare of the different Provinces, and, without impairing its strength and unity, to bring the executive power into closer touch with local conditions.

Contents

Introduction; Part I : *Dealing mainly with the Relation between*

1. His Majesty's Stationery Office, London, 1909. 10 Vols.

the Government of India and their Relations with the Government of India and the Provincial Government; Organisation of the Government of India and their Relations with the Secretary of State; Organisation of the Provincial Governments and their General Relations with the Government of India; Finance; Public Works; Revenue and Agriculture – Control over Provincial Governments in Matters Relating to Land Revenue; Revenue and Agriculture – Forests, Agriculture and Veterinary Works; Subject Dealt with in the Home Department; Imperial Inspectors General etc.; Legislation, Appeals and Reports and Returns etc.; **Part II: Dealing mainly with the Relations between Provincial Governments and their Officials :** Suggestions in Regard to the Constitution of Provincial Governments etc.; Boards of revenue and Financial Commissioners; Commissioners; Collectors; Sub-Divisional, and other Subordinate District, Officers; Suspension and Remissions of Land Revenue, Agricultural Loans, Acquisition of Land for Public Purposes; And Court of wards Administration; Methods of Appointment of Commissioners and Collectors; And of the Principal Officers of other Departments; Transfers; Knowledge of the Vernaculars; Touring and Contact with the People; Appeals; **Part III: Dealing with Village Organisation and Local Self Government:** Village Organisations; Rural Boards; Municipalities; Supplementary Memoranda by Individual Commissioners; Summary of Conclusions and Recommendations; Schedule I – Civil Service Regulations; Schedule II – Civil Accounts Code; Schedule III – Proposals made by the local Government; References.

Recommendations

General Relations of the Provincial Governments with Government of India

Provincial Governments should be subject in all respects to the general Control of the Government of India, and their functions and powers should be variable by the Government or by the Secretary of State.

Future policy should be directed to the enlargement of the spheres of detailed administration entrusted to Local Governments and the authorities subordinate to them.

Finance

While in present circumstances, we are generally satisfied with the financial relations now existing between the Government of India and the Local Governments, we suggest:

- (i) That when fixed assignments in any Province become unduly large, they should be commuted, as circumstances permit, into shares of growing revenue.
- (ii) That when the revenues of Provincial Governments require general increase, this might be provided by gradually provincialising certain heads of revenue which are now divided.
- (iii) That in respect of services for which they pay, wholly or in part, Provincial Governments should receive the powers lately granted to the Government of India as regards creation of appointments, and alteration in their emoluments; grant of office, house, conveyance or fixed travelling allowances; passing of additions to minor establishments up to a limit of Rs. 50,000 per annum; and deputation and temporary appointments.
We also suggest further enhancement of the powers of the Government of India, and of Provincial Governments, in respect to the creation of new appointments, and the raising of salaries.
- (iv) That the restrictions on Local Governments in respect to the abolition of appointments or reduction in their emoluments, and to the creation, abolition, or reduction in pay, of classes or grades of Officers should be done away with in the Case of 'Provincial' and 'Subordinate' services.
- (v) The uniformity of pay is unnecessary in respect of 'Provincial' and 'Subordinate' services of the same general character, but working under different Local Governments; and that rules for the recruitment of 'Provincial' services need not require the sanction of the Government of India.

If, however, Provincial Legislative Councils obtain an effective Control over Provincial finances, we consider that it will be necessary hereafter:—

- (i) To give the Provinces more distinct sources of revenue, and greater powers over their budgets, .
- (ii) To allow Local Governments to impose special Provincial taxation, subject to the preliminary sanction of the Government of India and the Secretary of State.
- (iii) To give them larger latitude in regard to appointments belonging to 'Provincial' and 'Subordinate' services.
- (iv) To raise the Rs. 50,000 limit above referred to in the case of minor establishments and to confine scrutiny of proposals in respect of such establishments to financial considerations.

We appreciate even in present circumstances, minute criticism on points of administrative detail in cases which Local Governments have to submit for sanction under financial rules.

We recommend some increase of the powers of Provincial Governments in dealing with establishments which are wholly paid far from Imperial revenues; and we propose that the Chief Commissioner of the North-West Frontier Province should be given quasi-provincial settlement.

In regard to the Civil Service Regulations, we think:—

- (i) That a number of the rules are rigid and complicated, especially those relating to leave, travelling allowances, and "foreign service".
- (ii) That in respect of officers serving under them, Local Governments should usually have the same power to relax ordinary rules in special cases as is enjoyed by the Government of India.
- (iii) That they should be allowed to delegate to Boards of Revenue, heads of Provincial Departments, and Commissioners – in respect of officers appointed by, or serving under these – a large portion of the powers vested in them by the Code.

We recommend that the Civil Service Regulations should thoroughly revised in accordance with the principles we have suggested.

The Civil Account Code is also unnecessarily minute, and should be revised so as to confine it to rules of procedure necessary from the point of view of Imperial Finance.

Accounts rules and procedure, and audit requirements should be simpler in the case of expenditure incurred by local bodies, than in the case of direct Government outlay.

The detailed control hitherto exercised by the Government of India over Excise administration in the Provinces should now be largely diminished.

Public Works

We point out the necessity for further decentralisation in regard to Public Works Department, our principal recommendations are as follows:-

- (i) Local Governments and the Government of India be allowed to pass estimates for individual works upto a limit of 20 lakhs.
- (ii) The Governments of the other major Provinces should have the same power of passing construction estimates for Imperial works as is now enjoyed by Madras and Bombay.
- (iii) Local Governments should be allowed full discretion in delegating to their officers powers of professional sanction in respect of public works.
- (iv) They should have larger discretion in the matter of constructing houses for their officers.
- (v) The Governments of all the major Provinces should be able (as Madras and Bombay now are) to appoint their own Chief and Superintending Engineers.
- (vi) Local Governments should not be under any special restrictions in respect to their 'Provincial' and 'Subordinate' public works staff.

With a possible exception in regard to railways, the Public Works accounting staff should be under the Finance Department of the Government of India.

The Public Works Code should be materially simplified, its provisions being confined to rulings necessary for general application in the interests of Imperial Finance and Control.

Land Revenue

All the major Provinces should have the same powers as the

Governments of Madras and Bombay now possess in settlement matters.

The General principles of land revenue assessment should be embodied in Provincial Legislation.

In land revenue, and in all other matters, rules which an Act permits to be made by a Local Government should be subjects merely to the General Control of the Government of India, and not to its previous sanction.

We suggest general principles in respect to alienation of Government land and rights appertaining thereto, which give a clearer position, and larger freedom, to the Local Governments. The general principles governing such alienation should be made the subject of legislation.

Forests, etc.

We emphasize the need for further decentralization in regard to forest administration, and recommend that:-

- (i) The Inspector-General of Forests should cease to be a *de facto* Deputy Secretary to the Government of India, and be simply an advisory and inspecting officer.
- (ii) The Governments of all major Provinces which possess a considerable forest staff should be able to appoint their own Conservators (and Chief Conservators where these exists) as Madras and Bombay now do.
- (iii) Certain restrictions now imposed on Local Governments by the Forest Acts should be relaxed, and any future important amendment of the Forest Law should be undertaken in the Provincial Legislative Councils.
- (iv) If the Indian Forest Code is to be retained at all should only contain matters essential for Imperial Control.

Subjects dealt with in the Home Department

In regard to police, the Control of the Government India, apart from that vested in them by financial rules, should be limited to the prescription of general principles and lines of policy. Nor should they exercise any special control over 'Provincial' and 'Subordinate' police establishments in the Provinces.

Any material alteration in the Police laws should be effected by Provincial legislation.

While desiring to maintain Indian Medical Service as an Imperial, and essentially military, organisation, we recommend that Local Governments should have larger control in respect to commissioned medical officers doing civil work in the Provinces. In particular they should be able to select the heads of their Medical and Sanitary Departments.

Local Governments should have as full power over their Civil assistant surgeons and hospital assistants as in regard to other 'Provincial' and 'Subordinate' services.

Imperial Inspectors General

We dwell upon the danger of these officers – who should be mainly confined to technical functions, inspection, and the giving of advice and information – being allowed to usurp any administrative control in respect to Provincial Departments, and we lay down what their duties ought to be, and how they should be exercised.

Legislation, Appeals, and Reports and Returns

We legislative amendments consequent on our proposals can be most conveniently accomplished by the enactment of a General Act of Delegation, which will permit the transmission of executive functions to a lower authority than that indicated in any particular Act, by Government notification. We suggest conditions and safeguards which will prevent this procedure from leading to any material encroachment on the prerogatives of the Legislatures.

Officers of 'Imperial' services must retain a right of appeal against orders of a Local Government which affect them prejudicially. Otherwise, we would only, as a rule, allow appeal from original orders of Local Governments. Where these have acted as appellate authorities, their decisions should be final.

As a means of reducing reports and returns, we suggest a fresh inquiry similar to that set on foot by Lord Curzon's administration, which should be repeated every few years.

Provincial administrative codes and manuals are too lengthy, and should be curtailed as opportunity offers.

Constitution of Provincial Governments

From the administrative point of view, we consider that the system of single Lieutenant-Governors is no longer suited to the larger Provinces. We are not in favour, however, of providing civilian Colleagues, or of converting member of Boards of Revenue into subordinate colleagues of the Lieutenant-Governor. We prefer a regular Council Government, such as exists in Madras and Bombay, with a Governor usually, but not invariably, appointed from Home. We think that all Council Governments should consist of not less than four members besides the Governor, and that not less two of these should be appointed under the conditions which now apply in Madras and Bombay. This enlargement would permit of the appointment of specially qualified natives of India.

We recognise, however, that change in the existing system is not equally urgent in all Provinces, and that the time for making such change must be largely determined by political considerations.

We make suggestions for placing Secretariat officers more in touch with district work, and we draw attention to an undesirable tendency to uniformity in Provinces whose constituent portions are not homogeneous.

Executive Councils of the character we propose should allow of more satisfactory arrangements for the control of public works and finance in the provinces.

Board of Revenue and Financial Commissioners

We think that, with the Local Governments constituted as at present, Boards of Revenue and Financial Commissioners should be retained; but that they might advantageously be absorbed in the Executive Councils which we have suggested.

In that event, the existing Board of Revenue in Madras should be replaced by a system of territorial Commissioners. Under existing conditions, we would enlarge the functions of the Board of Revenue so as to include matters, outside, revenue, dealt with by Commissioners in other Provinces.

In Bombay, where there is no Board of Revenue, Commissioners should have full opportunity for collective

consultation, while an enlarged Executive Council should afford the further coordination in respect of Revenue matters which is elsewhere provided by a Board of Revenue or Financial Commissioner.

So long as Board of Revenue and Financial Commissioners remain, they should have larger powers than at present, the Control of the Local Government in matters dealt with by Board, etc., being confined, as far as possible, to matters of principle and policy.

Commissioners

We consider it essential to give larger powers to Commissioners, and reject proposals for their abolition, or their conversion into mere advisory and inspecting officers.

It is specially necessary to entrust them with the co-ordination of the work of the various special departments within their divisions. A Commissioner should have full right to call for any information from the officers of such departments, and to have it given to him spontaneously in regard to any proposed new departure of importance. Any views he may express should receive the fullest consideration, and he should be able to stop any action of a department which he considers undesirable, reference to the Local Government being there upon made if the departmental authorities ask for it.

We make specific suggestions for coordination in respect of local public works expenditure.

We make proposals for giving Commissioners and Collectors a voice in regard to secondary and collegiate education, and in respect of training and technical schools.

We suggest larger financial powers for Commissioners.

We consider that they should have power to appoint tahsilders and officers of like standing; that they should be able to post junior Civilians and Deputy Collectors within their divisions; and that they should be competent to invest officers with magisterial powers.

In matters connected with land revenue and general administration, Commissioners should be given all powers which cannot safely be delegated to collectors, and the exercise of which is not deemed an essential function of the headquarters officers.

We suggest the general adoption of a system of Provincial conferences similar to that adopted in Bengal. Such conferences would consist of (a) Commissioners of divisions; and (b) members of the Board of Revenue, or the Financial Commissioner of the Province (so long as these exist), Secretaries of Government, and Heads of Provincial department. Non-officials of standing should also be invited to attend for the discussion of particular subjects.

Commissioners in all Provinces should also meet by themselves for the discussion of important questions, and should be able to submit joint representations to Government on questions of policy and procedure.

We suggest that the Provincial Conferences should be supplemented by analogously constituted conferences in each division.

We do not consider it advisable to create special advisory Councils for Commissioners and Collectors, in view of the fact that the Commissioner will have the benefit of the opinions of the divisional conference above suggested, while the Collector can consult his district Board. We should like to see the practice of consultation with the district board on matters outside their legal sphere, extended.

Collectors

We consider it necessary to enhance the powers and position of the Collector. He should be recognised as the Head of the District in all administrative matters; and he should be entitled to call for information from officers of special departments, and to have such information given to him spontaneously in matters of importance, while any views he may express should receive the fullest consideration from such officers.

The Collectors should have a weighty voice in regard to the distribution of irrigation water, outlay on Provincial roads, and other matters dealt with by the Public Works Department; but his relations with the officers of that department in such matters must be left for Local Governments to determine.

His present position in regard to police matters should in no case be weakened.

In all matters affecting the people, district forest officers should be regarded as assistants to the collector; and minor forest lands and pastures might be transferred to the control of the land revenue authorities.

In matters connected with land revenue and general administration, our recommendations for the universal application and development of the sub-divisional system will make the collector mainly a supervising, controlling, and appellate authority in regard to the ordinary district administration. The relief from detailed work thus given to collectors will enable the transmission to them of a variety of powers hitherto reserved to Commissioners. The general presumption should be that, in cases which come up to him, the collector should be the deciding authority; and while there are certain matters, financial and otherwise, in which he cannot be given a free hand, the sphere of these should be limited as far as possible.

We make suggestions for giving larger financial powers to Collector, and for improving their office establishments.

District establishments which deal with land records or with work in connection with assessment outside a special land revenue settlement, should be under the collector, and the main results of land revenue settlement schemes should be submitted by the Settlement Officer through him.

The Collector should be the final authority in matters affecting village officers.

The necessity for a general increase in the district staff cannot be gauged until the full effect of our proposals has been considered, but we are satisfied that an increase in the *cadre* is of primary importance in several Provinces, and we think this question should be taken up without delay.

Sub-divisional and other subordinate district officers

We consider that sub-divisional system should be universally applied; and that the sub-divisional officer should be a Collector of first instance, having the tahsildars of his sub-division under him, and dealing himself with revenue matters which they cannot dispose of, or with appeals from them. Apart from special

difficulties in decentralizing work affecting the realisation of the land revenue in two Bengals, the general presumption should be that the sub-divisional officer is competent to dispose (subject to appeal to the Collector) of questions with which the tahsildar cannot deal but we indicate exceptions which must apply to such a general proposition.

Sub-divisional officers should deal with the appointment and removal of village officers, and of junior clerks within their sub-divisions.

They should hear appeals in criminal cases from second and third class magistrates in their sub-divisions.

They should reside permanently within their charges, but they may spend some portion of the year at the headquarters of the district, if the Local Government considers this expedient.

In Provinces in which Collectors, Sub-divisional Officers and tahsildars now dispose of Civil suits, they should be relieved of this duty as soon as circumstances permit.

The tahsildar should be the disposing officer (subject to appeal to the Sub-divisional Officer) in matters in which his opinion must in practice be accepted. We would not, however, give tahsildars financial powers, save in the matter of agriculturists' loans, nor the power to appoint to village offices, or to fill up vacancies, other than those occurring in menial posts, in their own office establishments.

Tahsildars who discharge criminal functions should receive second class magisterial powers as soon as they have proved their fitness as magistrates of the third class, and some may expediently be granted first class powers.

We have had much evidence as to tahsildars being overworked. In so far as they cannot adequately be relieved by the grant to them of larger powers, by the transfer of criminal case-work to separate officers, or by the delegation of some of their functions to deputy tahsildars, the necessary remedy is reduction in the size of the heaviest tahsils.

Deputy tahsildars should have powers of their own, and should not be merely head clerks to the tahsildar.

We condemn the system of recruiting tahsildars from the clerical ranks which prevails in Madras. The subordinate revenue should be divided into two grades, an upper and a lower, and the upper grade, which would include tahsildars and deputy

tahsildars, should be separately recruited from youngmen of good character and family, and superior educational attainments. We would not, however, preclude the promotion of deserving men from the lower ranks.

In the two Bengals, owing to the absence of charges corresponding to the tahsils of other Provinces, the direct Communication of the administration with the people is mainly through the police. We propose to remedy this by the creation of circles, within the Sub-divisions, which would be in the local charge of a Sub-deputy collectors, who would hold the same position here as the tahsildars elsewhere.

We desire to extend the system of appointing non-official gentlemen of position and influence to deal with criminal cases which would otherwise go before stipendiary courts.

Suspension and remissions of land revenue, Agricultural loans, Acquisition of land for Public purposes, and Courts of Wards Administration

We make proposals with the object of giving freer discretion to Commissioners and Collectors in respect of suspensions and remissions of land revenue.

We also propose larger powers to Commissioners, Collectors, Sub-divisional officers and tahsildars in respect to agricultural loans.

We suggest that Commissioners should be able to deal with minor cases of land acquisition for public purposes, which now have to go up to the Local Government.

We think that Commissioners and Collectors should have larger powers in the administration of Court of Wards estates, and we propose to effect this by dividing such estates into three classes. The management of all must rest primarily with the Collector, but his final powers in regard to their class estates might be much fuller than in respect to others, while Commissioners might similarly be entrusted with very full powers in respect to all but first class estates.

Subject to their retention of general Control, Collectors should be permitted to delegate to Sub-divisional officers or to local managers, all or any of their powers in Court of Wards matters.

In the event of the disappearance of Boards of Revenue and Financial Commissioners, the Local Government would have to take their place as the Central authority in Court of Wards matters, but in that case, still larger powers ought to be given to the Commissioners.

Method of appointment of Commissioners and Collectors, and the Principal Officers of other Departments; Transfers; Knowledge of Vernaculars; Touring and Connect with the people

Promotion to collectorship should be by seniority, but subject to rigorous rejection of the unfit. This principle has already been laid down, but it is not adequately applied in practice.

When a man is found definitely incompetent to be a Collector, the Local Government should have the power to retire him on a suitable pension.

The same principle should apply in regard to District Judges, and to high district officials in other departments.

Commissionerships should be filled by the best Collectors of the Province, seniority being only regarded when other qualifications are practically equal; but special pensions need not be granted to men not selected.

The same principle should apply to the highest officers of other departments.

Transfers of district officers are far too frequent, and the attendant evils have not been adequately recognised by the Provincial Secretariats. We make suggestions for material reduction in transfers, and we consider that every effort should be made to keep an officer for three years, at the very least, in the same district. We draw attention also to the fact that the transfers are particularly undesirable when they involve frequent changes of men between different language areas.

We find that European Officers, more especially in Madras, Bombay and the two Bengals, are not sufficiently acquainted with the vernaculars, and we suggest remedies for this.

We also make some suggestions in regard to touring.

We consider that the Officers of Government, and especially the European Officers, are not in sufficient contact with the people; and while indicating the difficulties which have to be met, we make some suggestions for improvement.

Appeals

We have already considered the question of appeals from decisions of local Governments. We now deal with appeals within the Provinces.

We think that at least one appeal should be allowed to Government Officers against any order which affects their prospects materially. Subject to this, we would leave the question of restricting appeals from such officers in the hands of Local Governments. No appeal should however, be admitted from an officer passed over for promotion to a post to which considerations of seniority are not usually held to apply.

As regards other administrative appeals, each Local Government must fix its own conditions, but one appeal should ordinarily suffice as regards questions of fact, and when an appeal is allowed it should be to the next highest authority.

The exercise of special revisionary powers in cases where a regular appeal does not lie should be very closely restricted.

Village Organisation

It is most desirable to constitute and develop Village *Panchayats* for the administration of certain local affairs within the villages. The system must, however, be gradually and cautiously worked. The headman of the village, where one is recognised, should be *ex-officio* Chairman of the *Panchayat*; other members should be obtained by a system of informed election by the villagers. The *Panchayat* should be a small body of about five members, and only in exceptional circumstances should different villages be brought under the same *panchayat*.

The functions of *Panchayats* must be largely determined by local circumstances and experience. We make the following general suggestions:-

- (i) They should have summary jurisdiction in petty civil and Criminal Cases.
- (ii) They should be allowed to incur expenditure on the cleansing of the village and minor village works.
- (iii) They might be entrusted with the construction and maintenance of village school-houses, and with some local control in respect of school management.

- (iv) Selected *panchayats* might have the management of small fuel and fodder reserves.

We consider it essential for the success of the *panchayat* system that it should not be concomitant with any new form of local taxation. Panchayats should receive a portion of the land cess levied for local board purposes in the village, special grants for particular objects of local importance, receipts from village cattle-pounds and markets entrusted to their management, and small fees on civil suits filed before them. Their application of the funds entrusted to them should be judged by general results, and should not be subject to rigid audit.

With the panchayat system thus developed, we do not consider it necessary to retain artificial local agencies such as village unions and sanitary Committees.

Such outside supervision of panchayat affairs as is necessary, including the creation of new panchayats, enhancement or diminution of powers, and, where necessary, abolition of an unsatisfactory panchayat, must rest with the district officers. Panchayats should not be placed under the Control of district or sub-district boards.

We call attention to evidence received in some Provinces as to the under-payment of village officers, and other resort to corrupt practices.

Rural Board

We think that sub-district boards should be universally established, and that they should be the principal agencies in rural boards administration.

Ordinarily a sub-district board should be established for each taluka or tahsil, but where sub-divisional boards have been working, or may be made to work, satisfactorily, the sub-division may remain the jurisdictional area.

We do not, however, propose to abolish district boards, or to make them mere councils of delegates from the sub-district boards for the settlement of matters of Common interest. Nor, on the other hand, do we desire to place sub-district boards entirely under the control of the board for the whole district. We suggest a scheme under which the sub-district boards will have independent resources, separate spheres of duty, and larger

responsibilities within these; while the district board, besides undertaking specially fitted, will possess co-ordinating and financial powers in respect of the district as a whole.

Sub-district boards should have the charge of minor roads in the district; of primary and (where they desire it) of middle vernacular education; of medical work; of vaccination; and of sanitary work in rural areas where this has not been entrusted to *panchayats*.

They should have a freer hand than at present in respect of school curricula and other matters dealt with in the Provincial Educational Codes, and should seek to promote education by grants-in-aid to indigenous or private institutions rather than through board schools. The board school staff, and the local inspecting agency required for board and aided schools, should be under their control, but there should be a further inspection of such schools on behalf of Government.

The district board should keep up the main roads in the district, with the exception of trunk roads which should be a Government Charge; and should maintain district services, for work under the sub-district boards, in respect of roads, education, medical relief and sanitation.

District boards which desire to maintain their own engineers should be allowed to do so, and it should be left to the discretion of the Local Governments to employ such engineers and sanitary officers for assistance in regard to such matters.

We see no objection to district boards buying a special cess for the construction of transways or light railways, subject to the conditions now in force in Madras.

The Government should place rural boards on a sounder financial footing –

- (i) By letting them have the whole of the land cess.
- (ii) By reteable distribution of the special grant twenty-five per cent on the land cess now made.
- (iii) By increasing this grant when circumstances permit.
- (iv) By taking over charges in respect of trunk roads; famine and plague relief; local veterinary work; and any charges now incurred by the boards in regard to police, registration of births and deaths, etc. Nor should rural boards be required to make any contribution in respect of Provincial Services, for other items of Provincial Services, for other

items of Provincial Administration, or for assistance rendered to them by Government Officers in the Ordinary Course of their duties.

Where districts require special grants from Government, these should be made in lump sums, or as percentages of expenditure incurred on specific services, and they should be given under a quasi-permanent settlement.

District Boards should not be allowed to increase the land cess beyond one anna in the rupee on the annual rental value, and sub-separate land cess. Otherwise rural boards should be able to levy rates and fees at their discretion within the limits laid down by law. Where no definite limits have been prescribed, the sanction of the Commissioner should be required to changes in the rates.

Sub-district boards should receive a fixed proportion, generally one-half, of the land cess raised in their areas, and certain sources of miscellaneous revenue. Additional resources would. Come from grants distributed by the district board.

The district boards principal item of revenue would be the rest of the land cess, less the amount to be assigned to village *panchayats*; certain miscellaneous receipts; and grants from Government. Such monies as are not required for direct district board services should be distributed among the sub-district boards, with reference to their varying needs.

Rural boards should not be bound to spend specific proportions of their income on particular services.

Sub-district boards should not have borrowing powers. District boards may borrow under present conditions.

Rural boards, whether district or sub-district, should have full power to pass their own budgets. They should, however, maintain prescribed minimum balances, which should not be drawn on without the sanction of Commissioner in the case of district boards, and of district board in the case of the sub-district boards.

The sanction of the Commissioner should be required in regard to the appointment, removal and salary of district board engineers, paid secretaries and health officers, where these are entertained. Otherwise, the only outside control required over rural boards in establishment matters is the promulgation by

the Local Government of model bye-laws or schedules, laying down general rules in regard to such matters as leave, acting and travelling allowances, pension or provident funds, and the maximum salary to be given to officials of various classes. Departure from these schedules should require the sanction of the Local Government, or of the Commissioner in salary matters.

Sub-district boards should contain a substantial majority of elected members, with a nominated element sufficient to secure the due representation of minorities, and of official experience. The method of election should be suited to local circumstances and should be such to provide for the due representation of different communities, creeds and interests. District boards should also contain an elective majority, to be chosen by the non-official members of the sub-district boards.

The Collector should be president of the district board; and the sub-district board president should be nominated, and should usually be the Sub-divisional Officer or the Tahsildar. The Vice-President should, however, be elected non-officials.

The appointment of nominated members of rural boards and of presidents of sub-district boards, and the gazetting of elected members and Vice-Presidents, should rest with the Commissioner.

Rural boards should have power to delegate any of their administrative functions to Committees, and to include in them persons who are not members of the board.

The proceedings of sub-district boards should be conducted in the vernacular, and those of all rural boards should be published in the vernacular.

The creation, suspension or abolition of rural boards, and all alteration in their constitution, must remain in the hands of the Local Government, but there need not be previous reference to the Government of India as is now required in some Provinces.

The Commissioner should be able to direct a board to perform any specific act or duty imposed on it by law, and, if his warnings have been neglected, should be competent to take action at its expense. The present powers given to Commissioners and Collectors to intervene in urgent cases, where action of a board is in excess of its legal power or seems likely to lead to a breach of the peace, etc. must remain.

The right of inspection of rural board works and properties now given to Commissioners and Collectors should remain. Officers of special Government departments, such as those dealing with public works, education and sanitation, should also have the right to inspect rural board's works and institutions.

While we look forward eventually to a system of rural board in Burma, the time and method of introducing these should be left entirely to discretion of the Local Government. We should leave similar discretion to the Local Government as to the creation of district boards in Assam, where there are now only sub-divisional boards.

Municipalities

A number of the pretty municipalities now existing will not be fit to exercise the large powers which we propose for municipalities in general, and should, like the present "notified areas" and some of the existing local fund "Unions" be administered, on more simple lines, by Committees which may be styled "*Town Panchayats*"

Municipalities should have the same full powers as we suggest for rural boards in respect to the services assigned to them.

They should undertake primary education and may—if they are able and willing to do so—devote money to middle Vernacular schools.

Otherwise, the Government should relieve them of any charges they now have to incur in regard to secondary education, hospitals at district headquarters, famine relief, police, veterinary works, etc. Now should they contribute for services which are made Provincial, or be made to devote specific proportions of their income to particular objects.

We do not propose to relieve from plague charges, but where there are heavy the Government should contribute substantially.

While we do not propose that municipalities should receive any regular subvention from Government, corresponding to the 25 per cent on the land cess given to rural boards, should receive assistance in respect to specially large projects, such as those concerned with drainage or water supply; and in the case of the poorer municipalities some subvention for general purposes will

probably be required. Grants of this latter description should, as in the case of rural boards, be of a practically permanent character.

Municipalities should have full powers in regard to taxation, within the limits of the laws under which they work.

Government Control over municipal borrowing should continue, and any permanent alienation of municipal property, or lease of the same for periods of seven years and upwards, should require outside sanction.

Subject to the maintenance of prescribed minimum balances, municipalities should have a free hand in respect to their budgets.

The Control of municipalities over their establishments should be of the same character as has been suggested for rural boards.

Municipal Councils should ordinarily contain a substantial elective majority, and should usually elect their own Chairman. Government Officers should not be allowed to stand for election; but where a nominated chairman is necessary, he should be an official.

In some of the larger cities it might be desirable to vest the executive administration in the hands of a full time nominated official, apart from the Chairman of the municipal council. Such an officer would, however, be subject, and of a standing Committee thereof.

Where a Vice-Chairman of a Municipal Council is required, he should be an elected non-official.

The appointment of nominated members and chairmen of municipal councils, and the gazetting of elected members and chairmen should be entrusted to the Collector Ordinarily, and to the Commissioner in the case of cities. The removal of a member for special reasons should always rest with the Commissioner.

Municipal Councils should be able to delegate any of their administrative functions to committees, which may include persons not on the Councils.

The general outside control of the Local Government, and of the Commissioner and Collector, should be of the same character as in the case of rural boards; and officers of special government departments should enjoy similar right of inspection.

The Corporations of the Presidency municipalities, in which category we would also include Rangoon, should all have powers as large as those which the Bombay Municipality now possesses.

We consider that the Bombay system of vesting the executive municipal administration in the hands of a separate Commissioner, responsible to the Corporation (which elects its own Chairman), and to a standing committee thereof, is preferable to the Calcutta and Madras method of making the Chairman an official nominated by Government.

Where it is considered expedient that hospitals and educational institutions in a Presidency town should be directly controlled by Government, the municipality should not be forced to contribute thereto.



COMMITTEE TO INVESTIGATE THE COMPLAINTS OF THE CLERK IN THE GOVERNMENT OF INDIA SECRETARIATS AND IN CERTAIN OTHER OFFICES OF THE IMPERIAL DEPARTMENTS, IN REGARD TO INSUFFICIENCY OF PAY AND PROSPECTS, 1908 —REPORT¹

JULY 21, 1908

President	Mr. J.S. Meston
Members	Mr. G.B.H. Fell; Mr. H. Hudson; Mr. H.N. Heseltine; Mr. Sarat Chandra Banerjee; Mr. Maula Bakhsh
Secretary	Mr. C.W. Caston.

Appointment

The Committee was constituted under the Home Department vide Resolution No. 751-767, dated the 21st July, 1908, to hold regarding a number of memorials presented to His Excellency the Viceroy by the clerks in the Government of India Secretariats and in certain other offices of the Imperial Departments.

Terms of Reference

To investigate the complaints of the clerks and, of the clerk in the Government of India. Secretariats and in certain other offices of the Imperial Departments, in regards to insufficiency of pay and prospects.

Contents

General; The case of the Memorialists; Reorganization of the Secretariat; Army Headquarters; Miscellaneous; Summary and Conclusions and Appendices A to I.

1. Superintendent, Government Printing, Calcutta, 1908, 15 + 81A p.

Recommendations

A.—Imperial Secretariats

- (i) That owing to the nature of work and special conditions of service in the Imperial Secretariat offices, they should be regarded as being on a place entirely different from that of other offices.
- (ii) That the monthly Simla allowance be discontinued and emerged in pay.
- (iii) That travelling allowance for families be given on the basis of the rules in force previous to 1907, subject to pay necessary modifications in regard to the general conditions of their grant.
- (iv) That the Simla house-rent allowance be continued for the present, and in the case of Registrars also the Calcutta house-rent allowance.
- (v) That the pay of Registrars be fixed at Rs. 800 a month.
- (vi) That there be three grades of Superintendents (except in some of the smaller Secretariats) on Rs. 700, Rs. 600, and Rs. 500, respectively.
- (vii) That the minimum pay of Secretariat Assistants (1st Division) be Rs. 140 and the maximum Rs. 400.
- (viii) That the minimum pay of clerks (2nd Division) be Rs. 60 (with a probationary grade on Rs. 50) and the maximum pay Rs. 200; that no clerk be promoted above Rs. 100 until he displays efficiency in the more important classes of work in the 2nd Division; also that clerks of specially approved merit be eligible for a personal allowance of Rs. 25 after not less than 28 years' service and of Rs. 50 after not less than 30 years' service.
- (ix) That as there may be certain members of the existing establishments whom it is inexpedient to classify until more experience is obtained of their capacity, a temporary intermediate scale rising to a maximum of Rs. 250 be adopted where necessary.
- (x) That between the limits proposed above there be a considerable range of grades at short intervals of pay and that the number of men in no single grade be disproportionately large.

- (xi) That incremental pay be totally abolished.
- (xii) That, if the proposals made in the report are accepted, they be put into effect as soon as possible.
- (xiii) that, should orders on the proposals not be issued by the time the Secretariat moves up to Simla, some special consideration be shown in the way of travelling allowance or otherwise.
- (xiv) That Superintendents be given gazetted rank; that the designation of members of the 1st Division be "Secretariat Assistants," and that of the 2nd Division "Clerks".
- (xv) That the employment of special shorthand writers be kept down to the lowest possible limit.
- (xvi) That in each office three or four shorthand allowances of Rs. 20 and Rs. 30, respectively, be given to clerks whose pay does not exceed Rs. 100 a month, subject to continued efficiency as tested by half-yearly examinations

B.—Other Offices

- (i) That no further revision of establishments is necessary in the offices of the Director General, Indian Medical Service, Sanitary Commissioner with the Government of India and the Director, Criminal Intelligence, which have been revised within the last two or three years, with direct reference to the conditions of life in Simla.
- (ii) That the case of the office of Examiner of Accounts, Military Works Services, be considered separately should be necessity for doing so be established by the head of that office.

C.—Army Headquarters Offices

- (i) That the minimum pay for clerks, other than Indian clerks, be not less than Rs. 150.
- (ii) That the gradings be revised as to provide for fairly rapid promotion to Rs. 200 and again to Rs. 250.
- (iii) That no clerk be given more than Rs. 300 a month who has not to undertake duties corresponding roughly to those of Superintendents in the Secretariat offices.

It needs no demonstration from us that these recommendations, if they commend themselves to the Government, will amply meet all the legitimate grievances which the memorialists have brought to notice. We think it extremely improbable that any competent clerk who is placed in the new First, Division, will draw under our scale less than his present emoluments. On the contrary, we believe that he will receive substantial promotion, while he will gain the great advantage of having his consolidated pay, instead of his net emoluments after the deduction of Simla allowances, to count as the basis of pension and leave allowances. Just as our proposals for pay and grading will meet any justifiable complaints about the cost of living and the stagnation of salaries, so will our recommendations regarding Superintendents and Registrars go far to remedy the grievances about the lack of social status and of adequate prizes for merit. We have endeavoured to devise a scheme which we hope the Government of India may be able to accept with due consideration for the interests of the taxpayer on the one hand and for the reasonable expectations of its employes on the other. We have not found it possible to estimate the cost of our proposals, as we have no information on the chief factor in the calculation, *viz.*, the ratio which each office will preserve between the numbers of the new First and Second Divisions.



COMMITTEE ON THE LAW OF COPYRIGHT, 1909 — REPORT¹

MARCH 9, 1909

President	Mr. Gorell
Members	Mr. L. Alma-Tadema; Mr. G.R. Askwith; Mr. H. Granville Barker; Mr. William Boosey; Mr. C.W. Bowerman; Mr. Henry R. Clayton; Mr. Henry Cust; Mr. E. Cutler; Mr. Anthony Hope Hawkins; Mr. W. Joynson-Hicks; Mr. Algernon Law; Mr. Frederick Macmillan; Mr. Walter Roleigh; Mr. T.E. Scrutton; Mr. E. Trevor LL. Williams
Secretary	Mr. T.W. Phillips.

Appointment

The committee was appointed in accordance with the Minutes of the 9th March 1909 of the Board of Trade.

Terms of Reference

To examine the various points in which the revised International Copyright Convention signed at Berlin on November 13th, 1908, is not in accordance with the law of the United Kingdom, including those points which are expressly left to the internal legislation of each country, and to consider in each case whether that law should be altered so as to enable His Majesty's Government to give effect to the Revised Convention.

Scope

The course to take in reporting in to deal with each article of the Revised Convention and to point out:—

- (1) How far in their opinion the article can be accepted either in whole or in part and with any and what amendments.

1. Government Central Branch Press, Simla, 1912, 50p.

- (2) What alteration in British Law will be required in order to bring law into harmony with the Revised Convention.
- (3) What amendments it would be desirable to make in Intra-Territorial British law irrespective of the Revised Convention.

Introduction

(1) The first observation which a study of the existing law suggests is that its form, as distinguished from its substance, seems to us bad. The law is wholly destitute of any sort of arrangements, incomplete, often obscure, and even when it is intelligible upon long study, it is in many parts so ill-expressed that no one who does not give such study to it can expect to understand it.

(2) The common law principles which lie at the root of the law have never been settled. The well-known cases of *Millar V. Taylor*, *Donaldson V. Becket* and *Feffries V. Boosey*, ended in a difference of opinion amongst many of the most eminent judges who have ever sat upon the Bench.

(3) The fourteen Acts of Parliament which deal with the subject were passed at different times between 1735 and 1875. Several other statutes have been passed since 1875. They are drawn in different styles, and some are drawn so as to be hardly intelligible. Obscurity of style, however, is only one of the defects of these Acts. Their arrangements is often worse than their style. Of this the Copyright Act of 1842 is a conspicuous instance.

So the recommendation is that the law on this subject should be reduced to an intelligible and systematic form. This may be effected by codifying the law, either in the shape in which it appears in *Sir James Stephens Digest*, or any other which may be preferred. Such a process would amongst other things, afford an opportunity for making such amendments in the substance of the law as may be required.

Recommendations

The committee dealt with each article of the Revised Convention and then made its recommendations where ever it was thought necessary.

Article I. This is the same as the first article of the Berne convention, and it is obvious that it may be accepted.

It will be convenient, however, to comment here on the use of the term "author" in the Revised convention.

The understanding of the Committee has been that the word "author" as used throughout the Revised Convention, is intended to include an author and his representatives and any person to whom he may have assigned his rights. But it would seem desirable that in any legislation which is passed in this country (Great Britain) it should be made plain that the author's right may be assigned, and that his representatives or assignee shall receive whatever protection the author had.

It would also be desirable that any assignment of the rights which an author has should be in writing.

Further the author should retain the right to enforce the payment of his royalties against any person who holds an assignment of the author's right or of the licence which he has given.

When present rights only have been assigned and a new right is given, it is desirable that some further provision should be made by the legislature in certain cases, for instance, if the 13th Article of the Revised Convention should be adopted in this country, the effect of that Article might be to confer upon authors certain rights additional to those which they are considered to possess at present and in such a case, if an author has assigned his present rights and such new rights is conferred, the Committee are of opinion that the new right should enure solely to the benefit of the author, unless the assignment includes by express words or necessary implication such rights may be subsequently conferred.

Article 2

With regard to Para 1, of Art. 2 the committee recommends the translation of certain words.

The British law protects most of the subject-matters mentioned except choreographic works and entertainment in dumb show, and works of architecture, but it will have to be amended in order to carry out the stipulation in paragraph 3 of the article in respect of these exceptions, and also to make it clear that all the subject-matters are to receive protection, so that there may be no doubt upon the law with regard to them.

With regard to choreographic works and entertainments in dumb show the British law is now obscure, and probably given no protection against the performance of works which depend practically upon costume and set-up and dramatic action which is not dialogue or music; and it will require amendment in this respect.

With regard to architecture it is to be observed that in giving protection to actual works of architecture as opposed to plans made to guide the architect in his work the Revised Convention goes beyond British law, which forbids copying plans of a building, but not copying the building itself.

The Committee, by a large majority, have come to the conclusion, after due consideration of the evidence, that it is desirable to recommend that architecture be accepted as matter to be protected, both for the sake of uniformity and because it deserves to be protected and presents no difference in principle from that applicable to the sister arts.

They further consider that protection should be given against copying buildings whether by use of plans or otherwise, and against use of drawings or models for other purposes than those authorised, and by other persons than those supplied therewith.

With regard to the term "architecture", the Committee gather that the object of the article is to protect works of original and artistic character and not works of common type which have been frequently produced on previous occasions.

Para 2—If an author gives permission to another person to produce such works as are mentioned in this paragraph they would receive protection according to British Law as original works. The further protection now proposed is probably contrary to British law. For instance, a translation made with the licence of the original author is protected by British law. It is doubtful whether in the United Kingdom a translator can protect his work, if it be made without the sanction of the original author, and there is no conclusive judicial authority on the point. As however, the latter could at any time obtain an injunction from the Court restraining the piratical translator from dealing in any way with his unauthorised translation, it is difficult to see how the alleged infringer could enforce his supposed rights against a copyist from him. So the committee recommended the adoption of paragraphs 1 and 2 of this Article, the British law

with require amendment to bring that law into conformity with the Convention, and it practically follows that the British law for Intra-Territorial purposes must be amended.

Para 3—The Committee notice that in para 1 lectures are not mentioned as subject matter of protection, nor are sermons and speeches. But it is clear to the Committee that it would be desirable in any amendment of the British law that further provisions of the Lectures copyright Act 1835, being, in their opinion, inadequate to deal properly with the conditions of the present day. The suggestion the committees make is that the right of delivering lectures sermons, and speeches should be assimilated to that dramatic authors that is to say, the right of delivery should be protected, and the condition at present imposed of giving notice to two magistrates should be abolished, and with regard to the report of lectures, sermons, and speeches, newspapers should be entitled to respect them unless at the time when delivery takes place notice should be given prohibiting publication.

Para 4— It is suggested that there is no reason why the author of a work of fine art applied to industrial purposes should not receive the protection which will be afforded by the general clauses of the Convention and also be able to obtain protection under the Patents and Designs Act 1907. The Committee suggests that cumulative protection ought to be given to authors of the works of art whether applied to industrial purposes or not.

Article 3

Photographs are protected in the United Kingdom under the provisions of Fine Arts Copyright Act, 1862, but there is no reference therein to processes analogous to photography, if there are any such. It appears to the committee that an amendment of the British law would be required in order to place the law of the country as related to its own inhabitants on the same footing as that which would apply to the position of foreigners. So the committee recommends that this article should be adopted, and that the British law should be altered with a view to bringing about general uniformity.

Article 4

Article 4, Para 1, of the Revised Convention is so worded that, to take the case of British author, he would, if he published in a country of the Union not his own, enjoy the protection of

the Revised Convention in all countries of the Union, other than that of first publication, while Art. 5 further provides that in the country of the Union where he published he will have domestic protection. In adopting the Convention and legislating for the purpose of giving effect to it, it will be desirable to provide expressly that a British author publishing in a Union country shall have the same rights on the United Kingdom as if he had published there.

Para 2. Having regard to the great importance of international uniformity, and also to the useless nature of the present formalities, we have come to the conclusion that it is desirable that we should recommend the adoption of para. 2, with the result that an alteration in the British law will be necessary dealing with the abolition of formalities.

Para. 3 and 4 of the Article add to the Berne Convention and the Interpretative Declaration of the 4th of May 1896, in respect to two matters, namely, the simultaneous publication of works in a Union and a non-Union country, and the construction of architecture, which is not to constitute a publication. It may be observed with regard to the first part of Para 3 that it may be inferred from it, together with the other provisions in the Convention, that where works of authors who are subjects or citizens of any of the countries of the Union are published simultaneously in several countries of the Union, or in a country outside the Union and a country of the Union, they are to be protected under the Convention.

The Convention applies to two classes of works: (1) works published, (2) works unpublished. Published works are only protected if they are first published in a country of the Union, and are then protected whoever the author may be. Unpublished works are protected only if the author be a subject or citizen of one of the countries of the Union. The distinction between published and unpublished works according to the Revised Convention can be made clear by considering the case of a dramatic work composed by an English author first performed in, say the United States of America. According to the Revised Convention definition, this work would remain in the category of unpublished works, and its matter would not by the performance, lose the benefit of the protection conferred to the decision of *Boucicault V. Delafield*, the author would by British

law, lose of exclusive right of performance in this country. Whether by British law he would lose his copyright (that is, his right in the work for publication as a book) does not seem to have been expressly decided. The effect, as we understand, of the paragraph under consideration is that neither right shall be affected in a country of the Union, other than the country of origin by performance in a non-Union country, and it is obvious that the same result ought to be produced in the country of origin, that is to say, in the case put, in the U.K., and that the British law ought to be laid down so as to produce this result. The points affect more particularly dramatic or dramatic-musical and musical works. We consider that it is desirable that the British law should be clearly laid down upon this point, to the effect that the representation or performance of works any where shall not amount to publication, and not deprive the author of protection in the United Kingdom.

With regard to the provision in the paragraph that the exhibition of a work of art is not to constitute publication, we consider that this is contrary to British law, according to which it would seem that any unconditional exhibition to the public is a publication, but if the Revised Convention be adopted, there is, in our view, no adequate reason why the British law should not be made to conform to the provision of the Revised Convention upon this point.

With regard to the provision that the construction of work of architecture shall not constitute a publication, but this work needs protection. So we suggest that this clause, if it has any restrictive operation on the right of Great-Britain to lay down rules as to publication, so far as that word may relate to buildings, should not be accepted, but it seems that its objects is merely for international purposes to define what, for these, purposes, may be considered unpublished works in order to obtain the protection intended to be afforded by the Revised Convention to such works.

For these reasons, this provision may be accepted for international purposes. It would be operative in certain cases, as for instance, where an English architect erects a building in a non-Union country and issues no drawings or copies of any kind of it. Such a building would be treated as an unpublished work under the Revised Convention, and the architect would therefore

obtain protection through in Union, except in the United Kingdom, against any one who attempted to copy his work within the Union, whereas, if construction were publication, the building having been first published in a country outside the Union, the architect would not be so protected.

If, however, a building be erected within the Union by an architect of the Union, he would get protection whether the building be treated as published or unpublished and the clause would be immaterial, but an architect, not a member of the union constructing a building within a union would not get protection until publications.

Legislation will be required with regard to this Article in order to make the British law conform with the Revised Convention, and to amend that law. We recommend that this Article should be adopted subject to the qualifications indicated in the observations we have made upon it and that the necessary amendments should be made in British law.

Article 5

We recommend the adoption of the Article and that the necessary amendments be made in British law.

Article 6

The provisions of Arts. 5 and 6 are in accordance with certain of the British Acts if the author be resident within the British Dominions at the time of publication. In the case of an alien author of books not so resident, the question is possibly open to same doubt. We conclude that it is necessary to make the British law upon the subject plain, and recommend that it should be to the effect that an author first publishing in the United Kingdom should receive protection whether he be an alien or not, and whether he be resident or not in the United Kingdom at the time of publication.

It will be noticed that Article 6 applies to authors not having subjects as citizens of one of the countries of the Union who first published their works in one of these countries. It may be doubted whether it would apply work published simultaneously in a country outside the Union and a country of the Union if the author is not a subject or citizen of one of the countries of Union.

It is said that, according to British law, if a work be published simultaneously in this country and abroad, the publication abroad will not stand in the way of copyright in this country. If, however, that principle should be accepted, as it would seem reasonable

that it should, and as it is acted upon in practice, them provided the publication in this country is bonafide and not merely technical, it would seem to follow that, in the case referred to, the non-Unionist author should receive protection under the Article.

In order to give this protection, the word "first" would have to be read as including a publication made simultaneously in one of the countries of the Union and a non-Union country. So we recommend the adoption of the Article and the amendment of the British law to carry it out and to give effect to the suggestions which we have made.

Article 7

Regarding the para 1 of the article considerable discussion has arisen before the Committee. On the one hand it has been contended that, without such an extended term, authors do not in all cases receive adequate protection, especially for the more important class of works. On the other hand it has been contended that such a period of protection as that suggested is detrimental to the public interests and possibly to some trades, but often very careful consideration of the matter, the Committee have come to the conclusion that it is desirable to accede to this proposal. Particularly in the case of more important works which should receive a lengthy protection it seems desirable that such protection should be afforded.

The following list gives the present duration of copyright in the under mentioned States of the Union:—

Life and 80 years—Spain.

Life and 50 years—

Belgium.	Luxemburg.	Sweeden (for works art, life
Denmark.	Monaco.	and ten years).
France.	Norway.	Tunis.

Life and 30 years—

Germany. Switzerland. Japan.

Life and that of widow; or life and 20 years in favour of children; or life and ten years in favour of other heirs—Hayti.

Life and seven years, or 42 years, whichever is the longer (books); life and seven years (paintings, drawings, and photographs); 28 years (engravings and sculpture)—Great Britain.

Life or 40 years, whichever is the longer; with enjoyment of royalty for a further 40 years—Italy.

We understand that Italy has under consideration a Bill which proposes to give a term of life and 50 years, that a proposal to the same effect is under consideration in Germany, and that the United States of America have recently passed the Act and by section 23 thereof have granted a first term of 28 years and rights of renewal in certain cases for a further period of 28 years.

Of the non-Unionist countries, Russia, Hungary, Portugal, and several South American States have also adopted a period of life and 50 years.

Note: In some countries special period of copyright are given in certain cases, e.g., for anonymous and posthumous works, or photographs, and for translating rights

By adopting the proposed term it would tend to beneficial assistance in the development and progress of literature and art. It has been seen that the existence of copyright does not at the present day interfere with the publication of books in cheap editions when there is a sufficient demand by the public for such editions. Therefore, we have come to the conclusion to recommend the adoption of this paragraph for all matters except those which are specially dealt with in the third paragraph of the article. We may add that a reference to the statutes which are epitomised at the commencement of this report will show the great diversity which exists with regard to periods of duration, and it seems eminently desirable not merely for the sake of uniformity for all countries, but even for in sake of uniformity in this country. It proposal by statute.

If it be determined to provide a term of protection for the life of the author and 50 years after his death, the question will arise as to the extent to which that proposal should have any retro-activity. There is no difficulty, where the copyright remaining entirely in the authors hands and has not yet expired, in author's hands and has not yet expired, but if he have assigned his rights or granted a licence or licences to exercise his rights, questions of some difficulty arise upon this point there was a difference of opinion amongst the members of Committee. The majority view was the benefit of the extension should be conferred in all cases. In other words where a person or persons have derived rights directly or indirectly from the author, a provision

should be made giving an assignee or licensee, as the case might be, the right to come in and secure the benefit of continuing to exercise his rights during the extended period on terms to be agreed upon or to be settled by an arbitrator to be nominated by the Board of Trade, unless, of course the author had conferred upon such person all future rights which might accrue of him, in which case such person might have the full benefit of the extension.

Such a provision would obviate much practical inconvenience and some hardship, without involving any appreciable loss to the owner of the copyright.

It may be worth while to make this further suggestion that in the case where a work is the production of joint authors, a provision should be made that the term should be further life of the author who lives the longest and for 50 years after his death.

The para 2 is obscurely worded, but in substance it seems to amount to this: that, if the term of protection mentioned in para 1 should not be uniformly adopted by all the countries of the Union, Great Britain would only be bound to give to those persons who claim the benefits of the Revised Convention, the lesser of two periods, namely, that given by domestic law in the United Kingdom and that given in the country of origin of the work, but that it may give as much longer protection as it considers fit to do.

The committee make the following recommendations with regard to the works mentioned in para 3:—

Photographic works and works produced by processes analogous to photography are specially dealt with because while certain countries – England, for instance – recognise no difference between photographs and other works of fine art, other countries, notably Germany, treat them exceptionally.

In the United Kingdom photographs have always been regarded as works of fine art, and when copyright protection was given to the latter in 1862, photographs were placed on precisely the same footing.

The Committee recommend that a term of life and 50 years should be given to photographs and works produced by process analogous to photography generally.

In order, however, to meet the practical difficulty of determining the author in the case of photographs produced by

company or a firm, we suggest that when a photograph is produced by an individual author who takes it himself or personally superintends and directs its production on his own account, he should receive the same protection as the actual producer of any other work of fine art, viz., life and 50 years, but that where a person is employed by another whether the employer be an individual, a firm or a company, the employer should receive protection for the term of 50 years from publication. We suggest that works produced by processes analogous to photography should be dealt with in a similar manner.

For posthumous works, that is to say works first published, represented or performed, as the case may be, after the death of the author, we suggest a term of 50 years, to run from the date of such first publication, representation, or performance, wherever such publication, representation, or performance shall take place.

Then the Committee suggests that section 18 of the Copyright Act, 1842 might be amended so as to place proprietors of and contributors of encyclopaedias, reviews, magazines, periodicals or works published as a collection or in a series could be more simply dealt with. We suggest that the amendment might consist in providing that the proprietor of the work should have the copy right in the whole work as published for 50 years from publication, and that the author of each article or writing in it should have the copyright in such separate part for his life and 50 years, subject to any agreement in writing between the parties.

We further make the suggestion that the provision of section 3 of the last-mentioned Act, which provides that the copyright in a posthumous book is to be the property of the proprietor of the another's manuscript from which such book shall be first published and his assigns, should be altered, and that the mere possession of the manuscript should not be conclusive proof of the copyright being with the holder of the manuscript.

We recommend the adoption of the Article and the necessary amendment of the British law to give effect to it and to carry out our suggestions.

Article 8

There is no conclusive authority *qua* British domestic law as to exclusive translation right in the author.

It is to be observed that as regards copyright in books the rights of translation constitute its chief value to authors in countries other than their own.

The Article should be adopted, and legislation will be required both in respect of domestic law and also in respect of that law as applied to international relations. This will involve a provision to the effect that every author shall enjoy during the whole term of the right over the original work, the exclusive right of making or authorising a translation of that work such right to include that of preventing the production in and importation into, the United Kingdom of any unauthorised translation of the said work, with a proviso that nothing in this section shall deprive an unauthorised translator of the right of protect his translation against any copyist thereof without prejudice to the rights of the author of the original work.

Article 9

The Article may be adopted, and it would seem expedient, for the sake of uniformity, to mould the British law, at all events *qua* international rights, if not *qua* international rights, of not *qua* interval rights, so as to agree with the Revised Convention, the differences between the two not appearing to be points of vital importance.

Article 10

We are of the opinion that the Article may be adopted, and that it is not necessary to make any changes in the British law on the matters with which it deals.

Article 11

The provisions of the first and second paragraphs of this Article do not make any material change in the position of dramatic or dramatico-musical works except that the second paragraph extends the protection of authors of dramatic or dramatico-musical works against the unauthorised public representation of translations of their works for the whole period of the existence of their rights over the original work.

The most important change is in para 3 of this Article with regard to musical works. According to this paragraph authors in order to enjoy the protection, are not bound, in publishing their works, to forbid the public representation or performance thereof, where as the first section of the Copyright (Musical Compositions) Act, 1882, requires the proprietor of the copyright

in any musical composition first publishing after the passing of the Act, or his assignee, who shall be entitled to and he desirous of retaining in his own hands exclusively the right of public representation or performance of the same, to print or cause to be printed upon the title page of every published copy of such musical composition a notice to the effect that the right of public representation performance is reserved.

There was a difference of opinion amongst the witnesses but the Committee have come to the conclusion that the weight of the evidence is in favour of adopting the third paragraph of the Article and of abolishing the necessity for the notice at present required by British law.

It is extremely important, in the view of the Committee, that there should be uniformity amongst the countries of the Union upon this point, and if Great Britain were to dissent from this Article, considerable difficulties would arise in relation to foreign composers who might, in their own country, not be compelled to put any notice upon the songs or music produced by them.

The Committee unanimously recommend the adoption of the Article, and that the necessary amendments should be made in the British law both for the purpose of conforming to the Convention and for intra-territorial purposes.

Article 12

This article indicates certain reproductions which are unlawful, and may be restrained by the original author. At present, under British Law, transformations of a novel, tale, or a piece of poetry into a dramatic composition by way of performance, and not by way of copying, are not forbidden, unless the author has first clothed his work with a dramatic character, in which case it would be protected under the Dramatic Copyright Act of 1833.

It would seem that the Article, by implication, provides that copying a work of the nature of those enumerated, if the copyist has added new matter which would give it the character of a new original work, it not an infringement. This is not in accordance with British law. A work may present the character of a new work so as to entitle the copyist to the any person who has copied his adaptation, etc., if such work of the first copyist has been authorised by the original author, and yet a similar

adaptation without authority might still be a piratical one as between the original author and the adopter. According to British law, the presence of additions, however ingenious and novel, will not remove the taint of piracy, if any substantial feature of part of the original work has been copied. The above mentioned implications present a difficulty, for not only would the necessary alteration involve the abolition of a rule of law which is well settled in British Courts, but the adoption of the implications would raise questions of great nicety, and be the source of copious litigation.

Subject to what we have said, we consider that the Article may be adopted and the necessary amendments made in the British law which will be required to give effect to it and to the suggestions which it makes.

Article 13

Para 1.—The Committee are of the opinion that it may be accepted, and they recommend, therefore, that the authors of musical works should have protection against the adaptation of their works to instruments which can produce them mechanically, and against the public performance of the said works by means of such instruments, both under the Revised Convention and under British law, which should be amended accordingly.

But with regard to the exercise of that exclusive right certain very difficult questions arise.

Some of the members of the Committee recommended that the principles which have been adopted in the United States of America with regard to instruments serving to reproduce mechanically musical works, should be adopted in this country.

It will be seen from the American Act that an owner of a musical copyright who permits the use of his copyrighted work upon the parts of instruments serving to reproduce mechanically the musical work is bound to permit any other person to make a similar use of the work upon payment of a royalty of 2 cents on each part manufactured. The proviso containing this provision does not extend to anything further than musical compositions.

If the exact scheme indicated in the section should not meet with approval in this country, the contention is that some other provision should be made for a compulsory licence being granted upon equitable terms, so that all manufacturers of instruments

producing a work mechanically and of the records required for the production should be placed upon an equal footing.

It may be added that composers put forward as a strong ground of objection to a compulsory licence that they ought to be able to control the mode in which their pieces are produced and the character of the instrument which produced them, so that they may be properly and correctly reproduced without doing discredit to the composer.

Moreover the difficulty would arise when this right is exercised by the another. Moreover the difficulty at the present time is in consequence of the fact that manufacturers of instruments for the purpose of mechanically reproducing works, have developed their business under the impression that they were within their rights in using the works of authors without making my compensation whatever to these authors, and that these rights would not be interfered with by legislation. Most of the witnesses, who advocated a compulsory licence did not deny the justice of the author's claim works for mechanical reproduction, but they were afraid that the fee exercise by authors of exclusive control over such reproductions would produce a monopoly which would ruin the business of a large number of manufacturers.

Further, we have found, on considering the subject very carefully, assisted by the evidence, that any system of compulsory licence leads to very considerable difficulties. Witnesses have pointed out that a fixed sum per record may produce hardship in cases of low-priced articles, and when an attempt is made to fix a royalty by percentage, it is found practically impossible to separate the values respectively of the manufacturer's work, the performer's work, and the composer's work, all of which contribute in varying degrees to the value of the article, and further, when an attempt is made to settle matters on the basis of an agreement, so that each manufacturer may come in on the terms agreed, difficulties are presented by such cases as where the composers themselves might to manufacture the machines and records, or sell the whole of their rights to manufactures, and there are other ways in which evasions might be attempted.

It was suggested that some system of compulsory licence should be authorised for a limited term of years from the passing of any Act which should establish the provisions of the revised

convention in this country, in order that the position of manufacturers might not be affected during the period except so far as making payment of remuneration to composers for the use of their works, but the Committee, with one dissentient, have come to the conclusion that the suggestion should not be adopted.

Whether an author should have complete freedom of contract, or whether his freedom should be in any way limited by a provision as to compulsory licence, the Committee think that protection should be afforded by legislation to the manufacturers of discs, cylinders, rolls and other mechanical devices, necessary to be used in the course of producing sounds, against piracy of these objects or their reproduction, either by means of direct copies or by means, of copies produced by sound or otherwise. The grounds for this recommendation are that, as was pointed out in the evidence which has been placed before the Committee these discs and other records are only produced at considerable expenditure by payments to artists to perform, so as to record the song, etc., and by the expenditure of a considerable amount of ingenuity and art in the making up of these records, and that therefore the manufacturers are, in effect, producing works which are to a certain extent new and original, and into which the reproduction of the author's part has only extend to the extent of giving the original basis of production. Therefore, the Committee regard this as one of the things which can be subject of copyright and further recommend that public performances by means of pirated copies of these records should also be treated as an infringement of the rights of the manufacturer.

Regarding para 3 of the Article mark of the members of the Committee were of the view that manufacturers who have, at the time of the coming into force of the Revised Convention, lawfully adapted works (that is to say, adapted them without infringement of author's rights) to mechanical instruments, may still proceed to manufacture records in respect of the works which they have so adapted. But a difference of opinion arose as to whether, where there had been any adaptation to mechanical instruments of a work at the time of coming into force of the convention, that particular work would be free to be adapted by any manufacturer for any kind of instrument, or whether the

manufacturer who had adopted it would be the only manufacturer who could produce the records of the work without the author's consent. A narrow majority of the Committee were in favour of the former view, which in their opinion is in accordance with the exact words of the latter part of the paragraph and leaves all manufacturers upon an equal footing as regards works which by virtue of the paragraph might be produced without the authors consent, so that the effect of treating a manufacturer as having a vested interest in the work which he has adapted will be give every manufacturer practically the same freedom.

It may be remarked that if protection be given to the manufacturers of records, in the sense that they should have what may be termed the copyright in those records, they ought to have the power to prevent the importation into this country of records copies from their own records. It will probably be necessary for this purpose to introduce some legislative provisions analogous to those found in the statutes, prohibiting the importation of records which would infringe the rights of the owner of copyright, and to impose, not merely confiscation of the records attempted to be imported, but also a penalty upon the importer, so that the clause may be practically enforced; and better provision might be made for the seizure in this country and forfeiture of any records found to be infringements and for the punishment by penalties of any persons dealing in such records.

Article 14

The Committee consider that this Article is reasonable and therefore recommend its adoption, although it introduces new matter into the area of protection, and that the necessary legislation of that purpose and for domestic purposes should be included in any enactment necessary to carry out the suggestions in this report.

Article 15, 16 and 17

The Committee consider that these Articles may be accepted, subject to qualification. Article 16 would clearly be inappropriate to the subject-matter of architecture. It has been already pointed out that the proper remedy for infringement in such a case would be a penalty of some kind, but if the Article means that provision must be made so that the author may be entitled to set the authorities of a country in motion to seize the object of which he

complains, it will clearly have to be modified so as to exclude architecture from its operation. We think that there are other subject-matters to which this remedy may be inappropriate, and we recommend that this Article should only be accepted with the qualification that Great Britain may apply its provisions only to such subjects and in such cases as it considers suitable. The legislation which has been suggested must include dealing with Article 15, 16 and 17.

Article 18

The Committee have considered whether the Article should be adopted with this interpretation placed upon it. The effect of the as thus interpreted would be to revive rights which have lapsed and do not now exist. One instance is the case of a translating right lost by non-exercise during the ten years allowed by the Berne Convention, and the Act of 1886, section 5; this a large majority of the Committee considered ought not to be revived, owing to the difficulties of dealing with rights which may have arisen in the meantime, and one of those who voted for the revival was only in favour of a revival where no translation had been made.

Other instances are where a copyright has been lost by want of compliance with provisions as to registration or where a right of performance has been lost by failure to print upon copies the necessary notice of reservation; in these cases the Committee were of opinion that there should be no revival.

It will be for His Majesty's Government to determine whether it will adhere to this Article or exclude it from ratification and leave the 14th Article of the Berne Convention to operate.

If the meaning which we think it has, is to be placed upon this Article, and it be adopted, it would be necessary to make some provision for the protection of certain cases of hardship which may arise in consequence of the works having in fact fallen into the public domain, but not having fallen into it through the expiration of the term of protection.

Para 3— If the Revised Convention is to have any operation affecting vested interests, some such clause as the proviso to section 6 of the Act of 1886 should be introduced into any Act which is passed to establish the Revised Convention and amend the British law, and it would then be desirable that in any such

new clause care should be taken for saving the rights of persons who may not have actually produced works, but who may have prepared them for production to a substantial extent.

Article 19 and 20

Articles 19 and 20 call for no special comment, and may be accepted.



FORMS COMMITTEE, 1910

— REPORT¹

MAY 14, 1910

President Mr. M.J. Cogswell;
Members Mr. H.N. Heseltine; Major H.F. Cooke; Mr. W.C. Ashmore; Mr. W.J. Drake; Mr. G.W. Marshall; Mr. I.G. Lloyd; Mr. B. Stanley; Mr. J.D. Shapcott;

Appointment

The Committee appointed by the Government of India, Commerce and Industry Department Letter No. 3588-53 (S. and P.) of 14th May, 1910.

Terms of Reference

To consider the revision and standardisation of forms in use in the Government of India Secretariats.

Contents

Report. Appendices form A to E.

Recommendations

Form No. 1, the Ordinary Note Sheet, formerly existed in 11 different shapes, with varying margins, varying paper, varying headings, and even a variation in the colour of the ink used for printing. Each department had its name printed on its own Notesheet; and each supply of these forms to each Department constituted a separate order to the press and a separate printing job. One form now replaces 11.

Form No. 2, the Continuation Note-sheet, existed in even greater variety, there being 14 separate samples sent in. These too come down to 1.

1. Superintendent, Government Printing and Stationery, 1910.
9+6+4+8+5+16p.

In connection with these forms it may be mentioned that simultaneously with the Committee's sittings, a file completed its departmental perambulation in which the same subject was exhaustively discussed. The forms submitted to the Committee are believed to correspond exactly with those independently recommended by the Hon'ble Mr. Meston: but in defence to the strong desire of some Departments it was decided to allow a certain number to be ruled, on the special requisition of Departments requiring them.

There were 14 Routine note-sheets and continuation sheets sent in – some on paper nearly as thick as cardboard, others on white paper, some ornamented with various instructions, and warnings, and nearly all stating that the Routine Notes were “not to be sent out to the office”, in spite of which the name of the Department was prominently printed on most of them. One simple sheet of half bleached paper, with practically no printing, replaces all.

Form No. 5, the Docket circulated to His Excellency and Hon'ble Members of Council with Secretary of State's Despatches, was formerly supplied with the “Initials indicating order of signature” printed in most cases. This entailed separate forms for each Department, as the initials of the Member in Charge come first in order. In future these initials will typed in – a useful alteration at a time when changes in the initials are unusually numbers.

Form No. 6, described as a “Buff” sheet for submission in cases to His Excellency the Viceroy, was in fact a Pink sheet in the case of the Army Department. With the concurrence of the Army representative the red has been discarded, and a much thinner, and therefore cheaper, sheet of Buff than was formerly used in most Departments has been adopted.

Forms 7 and 8, the Draft Letter Forms, assumed 21 different shapes and colours in the past – the Army drafts being put up in red, and the Marine in navy blue. Two forms replace the 21.

Form 9 in its new shape is believed to be a useful and economical amendment of a form that used to be printed on expensive English paper for the Foreign Department and conveyed much redundant instruction in the Finance Department.

Form 11, the Draft Telegraph Form, exhibited much variety and was in some instances printed in different colours. The form adopted represents the combined effort of the Committee and is unanimously approved.

Coming to No. 18, the sheet for carrying cuttings from newspapers, it may be observed that the Home Department formerly used an English cream laid paper for this purpose, whereas in the opinion of the Committee the very cheapest kind of paper will suffice. A similar change has been made in the case of the inter-Departmental memo form asking for papers, and in several other forms of the sort, some of which had in the past boasted two-colour printings and most superior paper.

Form Nos. 20(a) and (b), Arrear Reports and Suspense Registers, very a great deal according to the practice of the different Departments, some having daily reports – not perhaps always specially remarkable for the accuracy of the information they contain – others three days, others five day, weekly, fortnightly, three weekly, monthly, two monthly and three monthly statements. But the general nature of the information in all is the same; and after nature consideration, and references to their offices, all the members of the Committee (with one exception) eventually agreed to accept the set of forms in use in Foreign Department. This change secures a large saving in paper and print. The exception is the Home Department, which, for reasons explained below in connection with the Receipts Register, retains its own forms.

Form No. 24(a) form for telephone messages, was abolished; and Form 25, intimating to Hon'ble Members what cases are to be brought before the Executive Council at the weekly meeting, was considerably modified in style without interfering with its usefulness. There was great variety about this form, embossed coats of arms, "script" type, and two-coloured printing appearing in one or other of all the Departments except the Army Department, whose form was commendably simple. A separate intimation to the Private Secretary to the Viceroy on the same subject was abolished, it being considered that the one form would serve both purposes.

Forms 29 to 31(a) in the original list, Office Registers of Receipts, gave rise to a good deal of discussion. Ultimately the Committee by a majority of 6 to 2 (the Home Department being

not concerned in this matter, having an entirely distinct prescribed procedure of its own, into which it was held to be no part of the Committee's business to enquire) decided that the Registers of Unofficial Receipts and Issues as separate books should be abolished. A special column for Stamp values was introduced into the Register of Issues, to meet the wants of such Departments as do not maintain a separate Stamp Account register. An amalgamation was also effected of the Register of Despatches Received from and Issued to the Secretary of State.

Form Nos. 36 and 37, a Miscellaneous File Register of Demi-official correspondence, used in 3 and 5 Departments respectively, were both abolished with the consent of the Departmental representatives, it being considered that the ordinary registers would serve the same purpose.

Form No. 38, the Stamp Register, was kept in great detail in the Public Works Department, and a simpler form, suitable for all Departments using such a register, was adopted.

Form No. 39, the Attendance Register, contained in some Departments the names of the clerks printed. It was agreed to abolish this practice, and to have one form of Register in blank.

Form No. 40, the Peon Book, existed in various sizes, shapes and bindings, but in future there will be a uniform book, uniformly bound, for all Departments.

Form No. 41, a Transit book, used in the Finance, and Commerce and Industry Departments, disappears.

Coming to Form Nos. 43 to 46, the Shells for Record papers, it was the general opinion of the Committee that it would be extremely inconvenient to employ shells with no departmental distinctions, and it was resolved to continue to have these separately printed for each Department, with the Departmental name, and to make use of different coloured papers as in the past. A reduction in the number of varieties will, however, be effected, and the practice of printing "Branch" headings will be abandoned.

A great deal of discussion was necessary in the case of Form No. 47, the form for the Table of Contents of A and B Proceedings. More than one Department showed at the start a desire to adhere to its form now in use, but eventual the form in use in the public Works Department, with slight alterations, was accepted as generally meeting the wants of all.

Form No. 48, the Index Slip, may be obtained either four to a foolscap folio sheet or in foolscap octavo size; and No. 49, a requisition slip on the Record room, which formerly existed in 14 different shapes and sizes, is now reduced to one simple slip of small size but quite adequate.

Form No. 50, a Press slip for Recorded "A" Proceedings, falls from 11 to 1 in number, and 51, a similar slip for Current papers, is replaced by the Standard Press Slip.

The Commerce and industry Department and Foreign Department forms were accepted for Form Nos. 52 and 53 respectively; 55, at the suggestion of the Foreign Department representative, was abolished altogether; and 56 and 57 shared the same fate. Both the Finance and Revenue and Agricultural Department's forms corresponding to the latter were complicated and elaborate, whereas in other Department a manuscript record sufficient.

A Register of Books and publications similar to that in the Foreign Department was accepted for general adoption 57a; and 57b, the comparatively futile Register of Daily and Weekly Newspaper received, was discarded with the assent of all concerned.

Form No. 57C was a monumental form used for borrowing books from the Imperial Library, which, in the case of one Department, had a coat of arms and an address in red, and an intimation as to for whom the book was required, also printed in red – or four printing in all – and was held to be altogether unnecessary. It, together with Forms 58, 59 and 59a, was abolished. Form No. 59b, a simple form of advice to the Agent for Government consignments, was accepted for all Departments; but Form 59c, an intimation of the contents of boxes sent to the Secretary of State, which in the case of the Home Department contained five short lines of types on a double sheet of thick English foolscap, and existed in a simpler form in two other Departments, was abolished. A similar fate befell Form No. 59d. As to Form No. 59e, the labels for boxes sent from Calcutta to Simla and *vice versa* by the various Departments, it was decided that it would be injudicious to attempt to standardise these merely by leaving the names of the Departments blanks, and each Department was left to get its own printed supply from the press.

Form No. 60, the list of papers sent daily between the Calcutta and Simla offices of Departments, was modified, so that being printed on badami paper each alternate sheet should be perforated, and the list being written over a sheet of carbon paper will provide at one operation the list for despatch and its office record. But Form No. 60b, a requisition on Calcutta for papers, used by two Departments, was considered unnecessary, and was cut out.

The forms used in the Record Rooms to specify the contents of the various bundles of papers (No. 61) were accepted; these formerly were printed separately for Each Department. The titles of the various Branches of work dealt with in each Department can be supplied separately on slips and pasted on to the Record Forms.

Form 61a used in three Departments was abolished, and 62a, a Cash Book supplied to the Legislative Department on hand-made paper and to others on ordinary cheap stuff, was declared to be superfluous to all. Form Nos. 63a to 69 were all abolished, the consumption of all except 63a and 65 being considered too small to call for printing, and these two forms being prescribed Civil Account Code forms.

Considerable controversy was waged over Form Nos. 70 and 70a, the Detailed Pay Bills of office establishments. Some Departments preferred the Pay Bill and Acquittance Roll in one, and in some cases the names of the members of the establishment were printed in the bill. Exclusive of the Railway Department, which submitted no sample, the pay bills and acquittance rolls of the various Departments occupied some 150 pages, some of very large size, and all containing a good deal of rule work. After protracted discussion the Committee by 7 votes to 2, decided that the pay bill and acquittance roll should be kept separate; that the names of the establishments should not be printed; and that the preferable shape of pay bill was on the long way of the sheet. The pay bill form in use in the Military Finance Secretariat, with slight alterations, was adopted; the finance experts of the Committee satisfying themselves that the headings regarding allowances, fund deductions, etc. were in order. Further it was decided that the form should be made available in two sheets – an outer and an inner. The former contains information which is unnecessary on the inner sheet, and Departments will

be able to use as many inner sheets as their requirements demand, enclosing all in one outer sheet. As for the acquittance roll, the form in use in the Public Works Department, with an extra column, was adopted. The simplicity and economy of this form, as compared with the huge sheets of the Home Department, and the almost as large and still more costly paper used by the Department of Revenue and Agriculture and striking. Taking Pay Bill and Acquittance Roll together, it is fair to say that three-fourths of the former expenditure will be saved – probably more.

In Form No. 71a blank form takes the place of 10 others, and the individual members of mental establishments on from Rs. 2 to Rs. 7 a month will no longer be dignified monthly with print as in the past in one Department. 71a, which provided a wealth of detail to be filled in by a clerk wanting a couple of day's casual leave, with provision for the record of its inspection by the Deputy Secretary, Registrar (twice), Superintendent of the Branch, Personal Assistant to the Registrar, and Treasurer has been abolished. So also has 75a, an almost equally detailed statement required to be prepared before a clerk obtained an annual increment. The special statement of services of a man about to retire, maintained in two Departments, has also been dispensed with.

Form 77, a printed monthly requisition for the supply of Stationery to the various branches of an office, has also been abolished, and in future it will be submitted in manuscript. Instead of putting figures against some proportion of fifty or more stationery articles detailed, the requisition will itself set out the things wanted.

A special Register of Stationery Issues (Form No. 77a) was also maintained in some Departments, though the Stationery Office provides a stock form for the purpose. The special form have gone.

No less than six Departments held stocks of Proposition Statements for the revision of Establishments, with the Departmental names attached, though there is a familiar prescribed form for this purpose. All have been abolished.

Form Nos. 79 and 80, making 18 forms, have been replaced by 2; and Form 81 and 81a, making 17 forms, have been discarded.

Form 82 comprises all the sheets on which official letters are issued. So far as the Home Department is concerned, it is

understood that plain blank sheets are used, the whole of the matter eventually appearing on them being type-written. But in most Departments the sheets have printed headings, e.g. –

GOVERNMENT OF INDIA

Finance Department

and it was the opinion of the Committee that such an amount of printing for each separate Department requiring it was but decent. On the other hand it had been usual in some Departments to print also the names and designations of the several officers. This practice it was decided should be abandoned; and it was also resolved that the notice as to replies being address to the Department only, which appears in the forms of some Departments, need not be maintained. It was further decided that paper printed with the departmental name should ordinarily be supplied in two qualities – a 14lb. Country cream wove and Typewriting paper. But it was felt that a limited quantity of English cream wove papers 15 lbs. should be available for special letters, though this would not be printed and supplied in ordinary course by the press.

There were 12 different forms for sending Post Copies of Telegrams to the Secretary of State. All the forms go.

Form Nos. 84 and 84a, slip blocks, white, red, and blue, were retained, but are to be issued blank, no names of Departments or other information being printed on them; and the same remarks apply to Form No. 85a to 85g, the Ordinary, Early, Urgent, and Immediate Slips. The Labels enumerated under No. 86 were abolished, being considered unnecessary. Form Nos 87 to 89 were retained; but Form 89a to 89d were removed from the list.

As to the Labels for boxes used for circulating papers to Hon'ble Members and others, it was decided that each Department should have a supply with the name of Hon'ble Members printed, but not the names of any other officers, whilst a set of such slips, printed with the title of the Private Secretary to the Viceroy, was standardised for the use of all Departments.

The only other item in the originally proposed standard list which need be mentioned is Form No. 92b, a vernacular form

used for returning vernacular petitions. These are understood to be somewhat extensively used in the Army, Finance and Revenue Departments, and as they vary in each case they were removed from the Standard list and inserted in the special lists of those Departments.

In the case of Envelopes and address labels, as in that of Forms, there is reason to know that samples of all those formerly and even presently used in some Departments were not sent in to the Controller of Printing – some Departments sending only those which after its own preliminary departmental review it was thought it might be advantageous to retain; and others overlooking some. Even than the total number sent in came to 1,202. By the time these had been reduced to 257; and this number, as shown in Appendix C, was submitted to the consideration of the Committee and its individual members. The eventual result of the work done is shown in the list at Appendix D, which contains 56 Standard envelopes, and 111 Special envelopes for Departments.

A very important point in connection with envelopes is the Franking. In the case of the adopted list of Standard envelopes alone, if the practice of printing special franks were provided for 4 separate officers and the Head Clerk. The matters was not one originally referred to the Committee, but in the course of their sittings they became aware of proposals made for the abolition of the practice of franking altogether. They venture to express their entire concurrence with these proposals, believing that the advantages of obviating the enormous number of special printings that would be entailed by the retention of separate franks even on the Standard and Departmental envelopes now to be mainted would far outweigh the risks of the improper use of service stamps. They consider that each office using stamps is the proper agency to enforce checks upon their use; and though the Stamp and Despatch Registers would require more frequent and careful check than they have perhaps received in most offices in the past, the Committee are of opinion that this need not stand in the way.

But if, after full consideration of the matter, it is decided that franks must be retained, the Committee are unanimously of opinion that printed franks on official envelopes should be abolished; rubber stamps being used instead where the number

of issues is large. Until such time as the question is decided, they would urge that order from printing franks should be very carefully scrutinised in all offices, and the number kept as low as possible; and they believe that in some offices, having regard to stocks in hand, it should be possible to avoid any orders at all for the present.

As for the envelopes themselves, they requires little explanation. Three standard sizes have been provided, both in paper and cloth lined. It has been ascertained that the smallest paper envelope, with two sheets of typewriting paper enclosed, can be carried for a half-anna stamp.

The Committee recognise that as regards the proper use of the envelopes provided Departments are mainly in the hands of duffries and despatchers. Cases in which Departments have been pilloried in the public press for the use of enormous covers to minute enclosures were probably the work of men on Rs. 12 or Rs. 15 a month. But on the other hand a case was brought to the Committee's notice in which two full sized foolscap paper, unfolded, when the contents might easily have been folded in two or even in four, as they were torn up immediately after perusal. In another a large cloth lined envelope was used to cover a quite unimportant communication from one Simla office to another, a quarter of a mile distant. And in one Department and perhaps in more expensive hand-made paper, intended to be used for quite different purposes, has been made up into envelopes. These are all abuses which the Committee consider they should bring to the special notice of Departments, with a view to the adoption of measures for their prevention. It is the Committee's opinion that the standard sizes and qualities of envelopes provided should meet all reasonable requirements; that the standard list of addresses provides for all general extensive correspondence; and that after allowing for the special printed addresses, blank envelopes should be used for the remaining correspondence of all Secretariat offices, the addresses being written in.

Special difficulty was experienced in dealing with the envelopes and address labels in use by the Legislative Department. That Department was not represented on the Committee, but had expressed its readiness to accept the Standard form decided upon. Mr. Cosgwell interviewed both the

Secretary, Legislative Department, and the Registrar of the Department, and eventually it was agreed that so far as envelopes were concerned the standard sizes and standard addresses would suit that Department also; but that special arrangements would be required for covers for despatch of Bills and Council papers to the 60 Members of Council, the Editors of Newspapers, Local Governments, etc. It was also brought to notice that the distribution of Act had to be sent out nearly a thousand special labels had to be prepared. In the past it had been the practice to maintain specially printed envelopes of large size, and in the last session in Calcutta more than one order for these had to be sent to press. The labels for packets were also stocked in large size. It is now proposed to have these addressed printed up more one the lines of the addresses used by newspapers, but somewhat larger – 32 to a foolscap folio sheet – and they will be supplied by the press ready perforated, so that they can be torn off and pasted by the Department. There will be a very material saving here, with no sacrifice of convenience.

Coming now to the Forms which it was found impossible to standardise, since they are purely Departmental, it desirable to explain that these were not considered by the Committee as a body, but advantage was taken of the special acquaintance which individual members had obtained of the Standard forms, when decided upon, to review further, in consultation with the Controller of Printing, such form as were found to be unsuitable for standardisation but had escaped the Departmental shears already applied. In 1906 it was stated in general terms by several Departments that the forms they used admitted of little or no reduction; and one Department went so far as to say that all its forms were useful and the great majority in dispensable. The atmosphere of the Committee appears to have been congenial to the growth of the abolition bacillus, and further heavy reductions in forms were brought about. It is unnecessary to go through these in detail, but the results in the various Departments may be summarised. It may be mentioned that the figures given in all cases include the letter forms, the record shells, the labels for boxes, slips for wooden boxes sent for circulation, and the labels for record bundles.

Pride of place must be given to the Military Finance Secretariat, for whose purposes, after allowing for the Standard

Forms, 23 special form remained. These have been reduced to five: namely, the five descriptions enumerated in the last paragraph.

The largest reductions were effected in the Railway Department, which formerly had 114 special forms, making 161 pages of print, some of the pages being of large size. Of the total, 83 forms, making 104 pages, have been abolished, and 31, occupying 57 pages, retained. And of the forms retained it is right to mention that some might more properly be described as Returns, the need for which is obvious.

Next in order comes the Army Department, which had 130 special forms making 162 pages; 88 forms of 93 pages are abolished, and 42 making 69 pages retained.

In the Home Department out of 131 forms, 66 making 70 pages are abolished, and 65 making 78 pages retained.

In the Legislative Departments out of the former total of 105,39 have been abolished, accounting for 51 pages, and 64 retained, making 70 pages.

The Department of Revenue and Agriculture possessed 80 forms, making 96 pages, but when the work of review was over it was found that 58 of these had disappeared, releasing 74 pages or type, and only 22, making 22 pages, remained.

The Foreign Department forms had more than once received attention. The preliminary work in connection with this Committee removed a number of forms from their list, but 76 remained, making 97 pages. It has now been agreed to reduce this number to 27, making 30 pages, whilst the 49 abolished made 67 pages.

The Public Works Department had 44 forms, of which 26 go and 18 remain, the number of pages being 34 and 25 respectively.

The Commerce and Industry Department out of 46 forms has abolished 24 and kept 22, those abolished making 29 pages and those retained 34.

The Finance Department appears last on the list for the reason that its forms took longer to look into than others. The original list sent in included amongst the forms a number of special compilations. These last it has been found necessary to retain: But 27 special forms, making 44 pages, have been abolished. The special forms retained number 38.

A list of the forms retained as special to each Department is attached to this Report (Appendix E), together with a concise

tabular statement showing the disposal of all the form dealt with.

One of the subjects referred to the Committee was the necessity or otherwise of a rule providing that no additions to the lists of forms should be made except on the personal signature of the Secretary in a Department.

The Committee were unanimously of opinion that so far as the Standard Forms are concerned no additions to or alterations in the forms now accepted should be allowed for one year after the forms come into general use. It was considered possible, though improbable, that experience might disclose the necessity of certain additions to the Standard List, but that its working should have a fair trial.

As regards Special Forms for particular Departments, the opinion was held that additions to the list might be allowed under the orders of officers of or above the rank of Assistant Secretary. In any such cases copies of the forms to be introduced should be sent to the Controller of Printing; and it would in ordinary course be open to that officer to make any representations to the Department concerned as to the format, or even the need, of the form, that might seem to him necessary.

It was also considered that the practice of spending forms to be printed at the Simla Press, as had been done in some cases in the past, should cease. The Standard and Special Forms now adopted will, in ordinary course, be kept ready printed in stock, or at all events in stereo plates, in most cases, at the Central Press, Calcutta; and the need for new forms would in no case be so urgent as to preclude the order for printing being sent to Calcutta. The approved lists attached to this Report will be recorded in the Press, for reference when orders are received; and, in the absence of competent authority, orders for forms not included in these lists will not be carried out.

As to File Boards, the Committee expressed the view that the names of Departments need not be printed on these, it being open to any Department to affix its rubber stamp to its boards. The class of board favoured was one of moderately stout strawboard, paper covered (brown paper being preferred to the ordinary *badami* colour), with broad tapes, and cloth lined flaps.

In the office memorandum of 27th January, which preceded the appointment of this Committee, it was stated the enquiries instituted would include the forms in use in the Divisions of

Army Headquarters. It was not possible for the Committee to take up the Special forms for these Divisions – nor, as well be seen from the description given of the course adopted with reference to the Special forms of other Departments, would it have been in accordance with the practice there pursued to have done so. The Divisions are fairly numbers. But certain of the Standard Forms which it was tolerably obvious would be suitable for their use were slightly modified to meet their requirements; and it is understood that so soon as Lists and Specimens of the Standard forms are available for transmission to the Army Department they will be considered, along with existing Special Forms, by representatives of the various Divisions; and, later, in consultation with the Controller of Printing.



APPENDIX C

List of Standard Envelopes proposed for use in the Imperial Secretariat Departments.

No. 1	Description. 2	Size 3	Remarks 4
1.	(Unaddressed)	S	
2.	(Unaddressed)	M	
3.	(Unaddressed)	L	
4.	The Department	S	
5.	The Department	M	
6.	The Department	L	
7.	The Superintendent, Government Printing, India, Calcutta	S	
8.	The Superintendent, Government Printing, India, Calcutta	M	
9.	The Superintendent, Government Central Press, Simla.	S	
10.	The Superintendent, Government Central Press, Simla.	M	
11.	The Publisher, Gazette of India	S	
12.	The Secretary to the Government of	S	
13.	The Secretary to the Government of	M	
14.	The Hon'ble the Chief Commissioner	S	
15.	The Hon'ble the Chief Commissioner	M	
16.	The Hon'ble the Agent to the Governor-General	S	
17.	The Hon'ble the Agent to the Governor-General	M	
18.	The Hon'ble the Resident	S	
19.	The Hon'ble the Resident	N	
20.	The Comptroller, India Treasuries	S	
21.	The Comptroller, India Treasuries	M	
22.	The Accountant-General	S	
23.	The Accountant-General	M	
24.	The Telegraph Master	S	
25.	Esq., Registrar, Department	S	
26.	The Assistant in charge Department, Calcutta	S	
27.	The Private Secy. to His Excellency the Viceroy	S	
28.	The Private Secy. to His Excellency the Viceroy	M	
29.	The Private Secy. to His Excellency the Viceroy	L	
30.	The Hon'ble Member of the Governor-General's Council	S	

Names of members may be printed on slips and pasted; or printed on envelopes as required.

(contd.)

1	2	3	4
31.	The Hon'ble Member of the Governor-General's Council	M	
32.	The Hon'ble Member of the Governor-General's Council	L	
33.	His Excellency the Commander-in-Chief	S	
34.	His Excellency the Commander-in-Chief	M	
35.	His Excellency the Commander-in-Chief	L	
36.	The Hon'ble Secretary, Government of India Dept.,	M	Names may be printed on slips or on envelopes as required.
37.	The Hon'ble Secretary, Government of India Dept.,	L	
38.	The Editor of the	S	
39.	The Secretary, Chamber of Commerce	S	
40.	Confidential (or Senior Officer Present)	15	5/8 x 12 1/8
41.	Confidential (or Senior Officer Present)	14 3/4	x 5 1/4
42.	(Unaddressed)	S	Cloth lined.
43.	(Unaddressed)	M	Cloth lined.
44.	(Unaddressed)	L	Cloth lined.
45.	His Majesty's Secretary of State for India, India Office, London.	M	Cloth lined.
46.	His Majesty's Secretary of State for India, India Office, London.	L	Cloth lined.
47.	The Secretary, Revenue and Statistics, Dept., India Office, London.	M	
48.	(Unaddressed)	S	White cartridge paper 50 lbs.
49.	India Office, London	S	White cartridge paper 50 lbs.
50.	His Majesty's Under Secretary of State for India	S	White cartridge paper 50 lbs.
51.	His Majesty's Under Secretary of State for India	S	White cartridge paper 50 lbs.
52.	His Majesty's Under Secretary of State for India	M	White cartridge paper 50 lbs.

(contd.)

1	2	3	4
DEPARTMENTAL			
53.	The Secretary and Treasurer, Bank of	S	Finance
54.	The Inspector-General of Excise and Salt	S	Finance
55.	The Commissioner, Northern India Salt Revenue	S	Finance
56.	The Mint Master	S	Finance
57.	The Assay Master	S	Finance
58.	The Comptroller	S	Finance
59.	The Head Comptroller of paper currency	S	Finance
60.	The Controller of Military Accounts	S	Military Finance
61.	The Controller of Military Supply Accounts, Koila Ghat Street, Calcutta.	S	Military Finance
62.	The Accountant General, Public Works Dept.,	S	Public Works
63.	The Director-General, Military Works	S	Public Works
64.	The Electrical Adviser to the Government of India, Bhowanipur, Calcutta.	S	Public Works
65.	The Executive Engineer	S	Public Works
66.	The Division	S	Army.
67.	The Division	M	Army.
68.	The Division	L	Army.
69.	The Director, Royal Indian Marine, R.I.M. Dockyard	M	Army
70.	The Examiner of Royal Indian Marine Accountants, R.I.M. Dockyard, Bombay.	M	Army.
71.	The Agent General in India, for British Protectorate, etc., Bombay.	M	Army.
72.	The Director-General, Indian Medical Service.	S	Army.
73.	The Director-General, Indian Medical Service.	M	Army.
74.	The Director-General, Indian Medical Service.	L	Army.
75.	The General Officer Commanding	S	Army.
76.	The Officer Commanding	S	Army.
77.	The Principal Medical Officer.	S	Army.
78.	The Director-General of Ordinance	S	Army.
79.	The Director-General of Ordinance	M	Army.
80.	The Chief of the Staff	S	Army.
81.	The Chief of the Staff	M	Army.
82.	The Quarter Master General	S	Army.
83.	The Quarter Master General	M	Army.
84.	The Adjutant General in India	S	Army.
85.	The Adjutant General in India	M	Army.
86.	The Director-General of Commercial R.I.M. Dockyard	S	C & I
87.	The Director-General of Commercial R.I.M. Dockyard	M	C & I
88.	The Director-General of Telegraphs	S	C & I
89.	The Director-General of Telegraphs	M	C & I

(contd.)

1	2	3	4
90.	The Director-General of Post Office	S	C & I
91.	The Director-General of Post Office		C & I
92.	The Private Secretary to His Honour the Lieutenant-Governor.	S	Legislative
93.	The Registrar, High Court, Side ...	S	Legislative
94.	The Honorary Secretary	S	Legislative
95.	The Permanent Under Secretary of State for India	M	Cloth Lined.
96.	The Surveyor-General of India.	S	R & A
97.	The Inspector-General of Agriculture	S	R & A
98.	The Inspector-General of Forests.	S	R & A
99.	The Inspector-General of Forests.	S	R & A
100.	The Director-General of Observatories	S	R & A
101.	Director of Botanical Survey	S	R & A
102.	Secretary, Board of Scientific Advice	S	R & A
103.	His Britannic Majesty's Consul	S	Foreign.
104.	His Britannic Majesty's Consul-General and Agent to the Government of India in Khorasan etc.	S	Foreign Cloth lined.
105.	The Resident	S	Foreign.
106.	The Political Resident	S	Foreign Cloth lined.
107.	The Inspector-General, Imperial Service Troops	S	Foreign
108.	Ditto	M	Foreign
109.	The Political Agent.	S	Foreign
110.	C/o the Hon'ble Agent to the Governor-General in Baluchistan, Quetta.	S	Foreign Cloth lined.
111.	The British Trade Agent.	M	Foreign Cloth lined.
112.	His Excellency the Rear Admiral, Commander-in-Chief, etc., etc.	S.	Foreign Cloth lined.
113.	His Britannic Majesty's Charge d'Affairs	S.	Foreign Cloth lined.
114.	His Britannic Majesty's Envoy Extraordinary and Minister Plenipotentiary at the Court of	S	Foreign Cloth lined.
115.	The Superintendent, Office of the Hon'ble the Agent to the Governor-General and Chief Commissioner, North-West Frontier Province, Peshawar.	M	Foreign Cloth lined.
116.	The Director of Criminal Intelligence	S	Foreign
117.	The Director of Criminal Intelligence	M	Foreign
118.	The Commissioner	S	Foreign
119.	His Majesty Amir Sir Habibullah Khan, etc.	M	Foreign Cloth lined.
120.	The Superintendent, Port Blair	S	Home, Cloth lined.

(contd.)

1	2	3	4
121.	The Superintendent, Port Blair	M	Home, Cloth lined
122.	The Agent for Government Consignments	S	Home, Cloth lined
123.	The Director, Agricultural Research Institute, Pusa.	S	-do-
124.	The Manager, Railway	S	-do-
125.	The Director of Public Instruction	S	-do-
126.	The Secretary, Royal Asiatic Society	S	-do-
127.	Le Bibliothe' caire Societe Asiatique, Paris, France	S	-do-
128.	The Secretary, American Oriental Society, etc., Connecticut, U.S.A.	S	-do-
129.	The Secretary, British Museum, London.	S	-do-
130.	Indian Museum, Calcutta.	S	-do-
131.	The Librarian, Library	S	-do-
132.	The Librarian, Library of Medical Faculty, etc., America.	S	-do-
133.	The Chief Librarian and Secretary, Public Library, etc., Melbourne, Australia.	S	-do-
134.	The Director, Universtate Bibliothek, Bonn, Germany	S	-do-
135.	Dr. Sten Know. Ph. D., etc., Norway.	S	-do-
136.	The Registrar and Superintendent of Records, India Office, London.	S	-do-
137.	India Office The Contents of Box No. of 1909	S	-do-
138.	The Secretary, Board of Examiners	S	-do-
139.	The Registrar, University	S	-do-
140.	The Bishop's Chaplain, the Palace, Chowringhee, Calcutta.	M	-do-
141.	The Officer-in-Charge of the Records, etc., Calcutta	S	-do-
142.	The Director-General of Education.	S	-do-
143.	The Administrator-General of Bengal.	S	Home
144.	The Director-General of Archaeology.	M	Home
145.	His Britannic Majesty's Ambassador Extraordinary and Plenipotentiary at Constantiople.	S	Home
146.	The Premier and Minister for External Affairs, etc., Melbourne.	M	Home Cloth Lined.
147.	The Hon'ble the Colonial Secretary	M	Home
148.	The Registrar, Royal College of Physicians, London.	M	Home Cloth lined.
149.	Copy of a telegram sent to His Majesty's Secretary of State for India on the	S	Home.
150.	The Consul for	S	Home
151.	The Consul-General for	S	Home.

(contd.)

1	2	3	4
152.	The Public Health Department, Goa.	S	Home.
153.	The Army Department	M	Army Hq.
154.	The Army Department	L	-do-
155.	The Secretary, War Office, London.	M	-do- cloth lined.
156.	The Military Secretary to His Excellency the Commander-in-Chief.	M	-do-
157.	The Sanitary Officers, Division	S	Principal Medical Officer.
158.	The Principal Medical Officer, Division/Brigade	M	-do-
159.	The Sanitary Commissioner	S	-do-
160.	The Sanitary Commissioner		
161.	The Judge Advocate General	M	Judge Advocate General.
162.	The Deputy Judge Advocate General, London.	M	-do-
163.	The Superintendent, Remount Depot	M	Quarter Master General.
164.	The Inspector of Army Schools, Circle	M	Adjutant Gene- ral in India.
165.	The President of the Board of Examination, etc.	L	Cloth Lined.
166.	Director General of Military Works	M	Director General of Ordnance.
167.	Examiner of Accounts, Military Works Services.	M	-do-
168.	The Agent, South India Railway	S	Railway
169.	The Agent, South India Railway	M	-do-
170.	The Agent, Bengal Nagpur Railway	S	-do-
171.	The Agent, Bengal Nagpur Railway	M	-do-
172.	The Agent, Burma Railway	S	-do-
173.	The Agent, Burma Railway	M	-do-
174.	The Agent, East Indian Railway	S	-do-
175.	The Agent, East Indian Railway	M	-do-
176.	The Agent, Malwa and Southern Mahratta Railway	S.	-do-
177.	The Agent, Malwa and Southern Mahratta Railway	M	-do-
178.	The Agent, Great Indian Peninsula Railway	S	-do-
179.	The Agent, Great Indian Peninsula Railway	M	-do-
180.	The Agent, Rohilkund and Kumaon Railway	S	-do-
181.	The Agent, Rohilkund and Kumaon Railway	M	-do-
182.	The Agent, Bengal and North-Western Railway	M	-do-
183.	The Agent, Bengal and North-Western Railway	S	-do-
184.	The Agent, Assam Bengal Railway	S	-do-
185.	The Agent, Assam Bengal Railway	M	-do-
186.	The Agent, Bombay, Baroda and Central India Rly.	S	-do-
187.	The Agent, Bombay, Baroda and Central India Rly.	M	-do-
188.	The Manager, Oudh and Rohilkhand Railway	S	-do-

(contd.)

1	2	3	4
189.	The Manager, Oudh and Rohilkhand Railway	M	-do-
190.	The Agent, Eastern Bengal State Railway	S	-do-
191.	The Agent, Eastern Bengal State Railway	M	-do-
192.	The Agent, North-Western Railway	S	-do-
193.	The Agent, North-Western Railway	M	-do-
194.	The Government Examiner of Railway Accounts	S	-do-
195.	The Government Examiner of Railway Accounts	M	-do-
196.	The Engineer-in-Chief	S	-do-
197.	The Engineer-in-Chief		
198.	The Government Inspector of Railways, Circle No.	S	-do-
199.	The Government Inspector of Railways, Circle No.	M	-do-
200.	The Government Director of Railways, India Office, London Foolscap		folio -do-

ADDRESS LABELS

By Packet Post. On His Majesty's Service
Parrcel

201. (Unaddressed)	8½ x 4½	General
202. The Secretary to the Government of		
203. The Hon'ble the Agent to the Governor-General.		
204. The Hon'ble the Chief Commissioner.		
205. The Hon'ble the Resident.		
206. His Majesty's Secretary of State for India, etc.		
207. The Secretary to the Burma		Legislative
208. The Commissioner, Burma		Legislative
209. The Registrar to the Chief Commissioner, Burma.		Legislative
210. The Judge of the Divisional Court, Division, Burma.		Legislative
211. The Judge of the District, Court, District, Burma		Legislative
212. The Additional District Judge, Burma.		Legislative
213. The Government Prosecutor, Burma.		Legislative
214. The Commissioner, Division, Burma.		Legislative
215. The Deputy Commissioner, District, Burma		Legislative
216. The Sub-Divisional Officer, Sub Division, Burma.		Legislative
217. The Conservator of Forests, Circle, Burma.		Legislative
218. The Deputy Conservator of Forest Officer, Burma.		Legislative
219. The Sub-Divisional Forest Officer, Burma.		Legislative
220. The Deputy Inspector-General of Police, Burma.		Legislative
221. The District Superintendent of Police, Burma		Legislative
222. The Superintendent, Central Jail, Burma.		Legislative
223. The Superintendent, District Jail, Burma.		Legislative

(contd.)

1	2	3	4
224.	The Superintending Engineer, Circle, Burma. 8½ x 4½		Legislative Department
225.	The Executive Engineer, Division, Burma		Legislative
226.	The Assistant Superintendent, Division, Burma		Legislative
227.	The Cantonment Magistrate, Burma.		Legislative
228.	Names of the Members of the Council.	Home Department	
229.	The Home Department, Section.	Home Department	
230.	The Superintendent, Port Blair	Home Department	
231.	The Sanitary Commissioner	Home Department	
232.	The Director of Criminal Intelligence.	Home Department	
233.	The Director, Agricultural Research, etc., Pusa	Home Department	
234.	The Inspector-General of	Home Department	
235.	The Chief Inspector of Explosives.	Home Department	
236.	The Manager, Railway	Home Department	
237.	The Registrar, University	Home Department	
238.	The Curator, Lahore Museum, Lahore.	Home Department	
239.	The Librarian, Library	Home Department	
240.	The Hon'ble the Colonial Secretary	Home Department	
241.	The Registrar and Superintendent of Records, India Office, London.	Home Department	
242.	The Secretary, British Museum, London.	Home Department	
243.	The Secretary, Museum Committee, Fyzabad.	Home Department	
244.	The Secretary and Librarian, Royal Asiatic Society, London.	Home Department	
245.	Le Bibliothe' caire, etc., Paris	Home Department	
246.	The Secretary, American Oriental Society, etc., connecticut U.S.A.	Home Department	
247.	The Secretary, Royal Asiatic Society	Home Department	
248.	The Librarian, Library of the Medical Faculty, etc., Canada, America.	Home Department	
249.	The Chief Librarian and Secretary, Public 8½ x 4½ Library, Kelbourne	Home Department	
250.	The Director, Universtate Bibliothek, Bonn, Germany	Home Department	
251.	Dr. Sten Konnow, Ph. D., Christiania, Norway	Home Department	
252.	India Office - Packet Nos.	Home Department	
253.	India Office - Packet No. The Gazette of India No. etc. etc.,	Home Department	
254.	The Officer Commanding, Hospital	Principal Medical Officer's Division	
255.	The General Officer Commanding Division/Brigade.	Home Department	
256.	The Principal Medical Officer	Home Department	
257.	Cloth lined, bands, 4 sizes	Home Department	

S=Small 10" Paper 34 lbs., Manilla Super-Royal

M=Medicum 16 5/8" x 6 3/8" Paper 70 lbs. Super Royal.

L. C & I = Commerce and Industry

R & A = Revenue and Agriculture

APPENDIX D

List of Standard Addressed Envelopes Adopted by the forms Committee for use in the Imperial Secretariat Departments.

No.	Description	Size	Remarks
1	2	3	4
1.	(Unaddressed)	S	
2.	(Unaddressed)	M	
3.	(Unaddressed)	L	
4.	The Department	S	
5.	The Department	M	
6.	The Department	L	
7.	The Superintendent, Government Printing, India Calcutta.	S	
8.	The Superintendent, Government Printing, India Calcutta.	M	
9.	The Superintendent, Government Central Branch Press, Simla.		
10.	The Superintendent, Government Central Branch Press, Simla.	M	
11.	The Publisher, Gazette of India	S	
12.	The Secretary to the Government of	S	
13.	The Secretary to the Government of	M	
14.	The Hon'ble the Chief Commissioner	S	
15.	The Hon'ble the Chief Commissioner	M	
16.	The Hon'ble the Agent to the Governor General	S	
17.	The Hon'ble the Agent to the Governor General	M	
18.	The Hon'ble the Resident	S	
19.	The Hon'ble the Resident	M	
20.	The Comptroller, India Treasuries.	S	
21.	The Comptroller, India Treasuries.	M	
22.	The Accountant-General	S	
23.	The Accountant-General	M	
24.	The Telegraph Master	S	
25.	Registrar Department	S	
26.	The Assistant in charge Department, Calcutta	S	
27.	The Private Secretary to His Excellency the Viceroy	S	
28.	The Private Secretary to His Excellency the Viceroy	M	
29.	The Private Secretary to His Excellency the Viceroy	L	
30.	The Hon'ble Member of the Governor-General's Council	S	
31.	The Hon'ble Member of the Governor-General's Council	M	
32.	The Hon'ble Member of the Governor-General's Council	L	

(contd.)

1	2	3	4
33.	His Excellency the Commander-in-Chief	S	
34.	His Excellency the Commander-in-Chief	M	
35.	His Excellency the Commander-in-Chief	L	
36.	The Hon'ble Secretary, Government of India, Department	M	
37.	The Hon'ble Secretary, Government of India, Department	L	
38.	The Editor of the	S	
39.	Confidential (or Senior Officer Present)	15 5/8 x 12 1/8	
40.	Confidential (or Senior Officer Present)	14 3/4 x 5 1/4	
41.	(Unaddressed)	S	Cloth Lined.
42.	(Unaddressed)	M	Cloth Lined.
43.	(Unaddressed)	L	Cloth Lined.
44.	His Majesty's Secretary of State for India, India Office, London.	M	Cloth Lined.
45.	His Majesty's Secretary of State for India, India Office, London.	L	Cloth Lined.
46.	India Office, London	S	White cartridge paper 50 lbs.
47.	His Majesty's Under Secretary of State for India	S	White cartridge paper 50 lbs.
48.	His Majesty's Under Secretary of State for India	M	White cartridge paper 50 lbs.

DEPARTMENTAL

49.	The Secretary and Treasurer, Bank of	S	Finance.
50.	The Inspector-General of Excise and Salt.	S	Finance.
51.	The Commissioner, Northern India Salt Revenue.	S	Finance.
52.	The Mint Master	S	Finance.
53.	The Assay Master	S	Finance.
54.	The Head Comr. of Paper Currency	S	Finance.
55.	The Controller of Military Accounts.	M	Military Finance.
56.	The Director-General of Military Works.	S	Public Works.
57.	The Director-General of Military Works.	M	Public Works.
58.	The Director, Royal Indian Marine, R.I.M. Dockyard.	M	Army
59.	The Director-General, Indian Medical Service	S	Army
60.	The Director-General, Indian Medical Service	M	Army
61.	The General Officer Commanding	S	Army
62.	The General Officer Commanding	M	Army
63.	The Principal Medical Officer	S	Army
64.	The Principal Medical Officer	M	Army
65.	The Director-General of Ordnance in India	S	Army
66.	The Director-General of Ordnance in India	M	Army
67.	The Chief of the General Staff	S	Army
68.	The Chief of the General Staff	M	Army

(contd.)

1	2	3	4
69.	The Quarter Master General in India	S	Army
70.	The Quarter Master General in India	M	Army
71.	The Adjutant General in India	S	Army
72.	The Adjutant General in India	M	Army
73.	The Director-General of Commerical Intelligence	S	Commerce and Industry
74.	The Director-General of Telegraphs	S	Commerce and Industry
75.	The Director-General of the Post Office of India.	S	Commerce and Industry
76.	The Private Secretary to His Honour the Lieutenant-Governor	S	Legislative
77.	The Registrar, High Court Side	S	Legislative
78.	The Permanent Under Secretary of State for India	M	Cloth lined.
79.	The Surveyor General of India	S	Revenue and Agriculture
80.	The Inspector-General of Agriculture	S	Revenue and Agriculture
81.	The Inspector-General of Civil Veterinary Dept.,	S	Revenue and Agriculture
82.	The Inspector-General of Forests.	S	Revenue and Agriculture
83.	The Director-General of Observatories.	S	Revenue and Agriculture
84.	His Britannic Majesty's Consul.	S	Foreign.
85.	His Britannic Majesty's Consul-General and Agent to Government of India in Khorasan, etc.	S	Foreign Cloth lined.
86.	His Britannic Majesty's Consul-General and Agent to Government of India in Khorasan, etc.	M	Foreign Cloth lined.
87.	The Political Resident	S	Foreign Cloth lined.
88.	The Inspector-General, Imperial Service Troops	S	Foreign
89.	The Inspector-General, Imperial Service Troops	L	Foreign
90.	The Political Agent.	S	Foreign
91.	The British Trade Agent	S	Foreign Cloth lined.
92.	His Brittanic Majesty's Envoy Extraordinary and Minister Plenipotentiary at the Court of -	S	Foreign Cloth lined.
93.	The Director of Criminal Intelligence	S	-do-
94.	The Director of Criminal Intelligence	S	-do-
95.	His Majesty Amir Sir Habibullah Khan, etc.	M	-do-
96.	The Superintend, Port Blair	M	-do-
97.	The Superintend, Port Blair	M	-do-
98.	His Britannic Majesty's Ambassador Extraordinary and Plenipotntiary at Constantinople	S	-do-

(contd.)

1	2	3	4
99.	The Premier and Minister for External Affairs, etc. Melbourne	M	-do-
100.	The Hon'ble the Colonial Secretary	S	-do-
101.	The Registrar, Royal College of Physicians, London	M	-do-
102.	The Consul for	S	-do-
103.	The Consul-General for	S	-do-
104.	The Public Health Department, Goa.	S	-do-
105.	The Agent, South Indian Railway	S	Railway
106.	The Agent, South Indian Railway	M	-do-
107.	The Agent, Nagpur Railway	S	Railway
108.	The Agent, Nagpur Railway	M	-do-
109.	The Agent, Burma Railways	S	-do-
110.	The Agent, Burma Railways	M	-do-
111.	The Agent, East Indian Railway	S	-do-
112.	The Agent, East Indian Railway	M	-do-
113.	The Agent, Malwa and Southern Maharratta Railway	S	-do-
114.	The Agent, Malwa and Southern Maharratta Railway	M	-do-
115.	The Agent, Great Indian Peninsula Railway	S	-do-
116.	The Agent, Great Indian Peninsula Railway	M	-do-
117.	The Agent, Rohilkund and Kuma on Railway	S	-do-
118.	The Agent, Rohilkund and Kuma on Railway	M	-do-
119.	The Agent, Bengal and North-Western Railway	S	-do-
120.	The Agent, Bengal and North-Western Railway	M	-do-
121.	The Agent, Assam-Bengal Railway	S	-do-
122.	The Agent, Assam-Bengal Railway	M	-do-
123.	The Agent, Bombay, Baroda and Central India Railway	S	-do-
124.	The Agent, Bombay, Baroda and Central India Railway	M	-do-
125.	The Manager, Oudh and Rohilkhand Railway	S	-do-
126.	The Manager, Oudh and Rohilkhand Railway	M	-do-
127.	The Agent, Eastern Bengal State Railway	S	-do-
128.	The Agent, Eastern Bengal State Railway	M	-do-
129.	The Agent, North — Western Railway	S	-do-
130.	The Agent, North — Western Railway	M	-do-
131.	The Government Examiner of Railway Accounts.	S	-do-
132.	The Government Examiner of Railway Accounts.	M	-do-
133.	The Engineer-in-Chief	S	-do-
134.	The Engineer-in-Chief	M	-do-
135.	The Government Inspector of Railway, Circle No.	S	-do-
136.	The Government Inspector of Railway, Circle No.	M	-do-

(contd.)

1	2	3	4
137.	The Government Director of Railways, India Office London	F	cap. fol. Do.
138.	The Army Department	M	army H. Qtrs.
139.	The Army Department	L	-do-
140.	The Secretary, War Office, London	M	Cloth lined.
141.	The Military Secretary to His Excellency the Commander in Chief.	M	-do-
142.	The Principal Medical Officer Division/Brigade	M	Principal Medical Officer.
143.	The Deputy Judge Advocate General, London.	M	Judge Advocate General Cloth lined.
144.	The Superintendent, Remount Depot.	M	Quarter Master General
145.	The Inspector of Army Schools, Circle	M	Adjutant General in India
146.	The President of the Board of Examination, etc.,	L	Cloth Lined.

ADDRESS LABELS

By Packet/Parcel Post. On his Majesty's Service.

147.	(Unaddressed)	8½ x 4½	General.
148.	The Secretary to the Government of —		
149.	The Hon'ble the Agent to the Governor-General.		
150.	The Hon'ble the Chief Commissioner		
151.	The Hon'ble the Resident		
152.	His Majesty's Secretary of State for India, etc.		
153.	The Superintendent, Government Printing, India, Hastings Street, Calcutta.		
154.	The Superintendent, Government Central Branch, Press, Simla		
155.	The Home Department Section	Home	
156.	The Superintendent, Port Blair	-do-	
157.	The Director of Criminal Intelligence	-do-	
158.	The Librarian Library	-do-	
159.	The Hon'ble the Colonial Secretary	-do-	
160.	The Registrar and Superintendent of Records, India Office, London.	-do-	
161.	India Office — Packet No. The Gazette of India No. etc., etc.	-do-	
162.	His Majesty's Secretary of State for India, By Post	Army	Cloth lined.
163.	His Majesty's Secretary of State for India, By Steamer	-do-	
164.	The Officer Commanding Hospital	Principal Medical Officer's Division	
165.	The General Officer Commanding Division/Brigade	-do-	

(contd.)

1	2	3	4
166.	The Principal Medical Officer	-do	
167.	Cloth lined bands, sizes	-do-	

S= Small 11" x 5" Paper 34 lbs. Manilla, Super-Royal.

M= Medium 16 5/8" x 6 3/8" Paper 70 lbs. Super Roya.

L= Large 17½ x 19½ White Cartridge 72 lbs.

APPENDIX E

List of Special forms retained by the Committee appointed to enquire into the Standardisation of Forms.

No.	Description of Form	Size of Form.	Description of Paper	Remarks.
Commerce and Industry Department				
1.	Label showing names of officers and branches for circulating books and papers, etc.	F'cap 4 to	20 lbs. printing Double F'cap.	
2.	Register of communications received from mercantile bodies, firms, etc.	F' cap.	24 lbs. -do-	
3.	Register of records destroyed monthly	-do-	28 lbs. -do-	
4.	Consolidated Return No. 18 showing quantity and value of articles liable to import duty, etc.	F' cap. fol.	28 lbs. -do-	
5.	Grade promotions and reversions in Imperial Customs Department.	F' cap.	28 lbs. -do-	
6.	Label forwarding customs circulars.	6" x 4"	24 lbs. -do-	
7.	List of subscribers to the Indian Art and Industry Journal.	F' cap.	28 lbs. -do-	
8.	Post Card re price copies credited to Government	3" x 4¾"	As per sample.	
9.	Quarterly distribution list of the Journal of Indian Art and Industry	F' cap.	24 lbs.	-do-
10.	Label 'Special Bag'	2¼" x 4¼"	As per sample	

(contd.)

1	2	3	4
11.	Address Label for leather Bags sent to Honourable Member or Secretary when on tour.	3¾" x 6¼"	
12.	Label for tin boxes (white, green, red and blue).	2" x 4"	As per sample.
13.	Label of list of subordinate officers.	-do-	24 lbs. Printing Double F'cap.
14.	Label for boxes containing Government records sent by Rail between Calcutta and Simla.	F'cap. fol.	24 lbs. -do-
15.	Record shell for B cases	F'cap	30 lbs. Green and Badami.
16.	-do- Deposit papers	-do-	-do-
17.	-do- Appendix to proceedings.	-do-	-do-
18.	-do- field papers	-do-	-do-
19.	Slips for wooden boxes for circulation to Honourable Members (white, green, red & blue).	4 x 12½	-do-
20.	Slip with the names of Honourable Members printed.	-do-	As per sample.
21.	Form for preparation of signature letters	F'cap. fol.	28 lbs. Cy. or typewriting Cr. W. paper if required. Double F'cap.
22.	List of Headings for Record Bundles	-do-	24 lbs. printing -do-

Foreign Department

- | | | | |
|----|---------------------------------------------------------------------------------------------------------------------------------------------|---------|------------------------|
| 1. | Memorandum intimating transmission of papers to the Secretary, Political Department, India Office, London, by Foreign Secty's Weekly letter | 28 lbs. | Printing Double F'cap. |
| 2. | Statement of certain particulars to be filled in by an applicant for | -do- | 28 lbs. -do- |

(contd.)

1	2	3	4
	employment in a Native State or under the Foreign Department.		
3.	Receipt by subordinate officers for secret or confidential books.	28 lbs. -do-	
4.	Draft Sanad for inferior Title -do-	28 lbs. -do-	All black.
5.	Draft Sanad for a superior Title -do-	28 lbs. -do-	All yellow.
6.	Draft letter of enquiry in regard to the appointment of a Foreign Consular Officer. -do-	28 lbs.	-do-
7.	Draft notification recognising ditto -do-	28 lbs.	-do-
8.	Draft notification confirming the provisional appointment of ditto -do-	28 lbs.	-do-
9.	Draft letter forwarding, etc., for delivery to a member of the Star of India or Indian Empire Order. -do-	28 lbs.	-do-
10.	Covenant to be executed by members of the Star of India and Indian Empire Orders. -do-	15 lbs. English F'cap.	
11.	Requisition on the Adjutant-General in India for the Service of officers. -do-	28 lbs. Cy. Cr. W. Double F'cap.	
12.	Signature copy of letter returning petition for memorial -do-	28 lbs. -do-	
13.	Signature copy of license to export arms, etc. -do-	28 lbs. Printing Double F'cap.	
14.	Recorder's counter marking book -do-	24 lbs. -do-	
15.	Monthly Record room arrear List -do-	-do-	
16.	Library Issue Register F'cap.	28 lbs. -do	
17.	Toshakhana cash contingent book Royal	32 lbs. Royal White Printing	

(contd.)

1	2	3	4
18.	Toshakhana Receipt and Issue Store Book.	Super Royal	-do-
19.	Press slip for current papers	F'cap Pol.	24 lbs. Printing Double f'cap.
20.	Draft reply to an official applicant under the Finance Department.	-do-	28 lbs. -do-
21.	Draft reply to non-official ditto.	-do-	28 lbs. -do-
22.	List of administrative and subordinate officers.	6" x 5"	24 lbs. -do-
23.	Signature copy of Warrant under Regulation III of 1818.	F' cap.	Hand-made.
24.	Record Shell for B cases.	-do-	As per sample.
25.	Label for boxes containing records sent by rail between Calcutta and Simla.	-do-	As per sample.
26.	Label for boxes containing records sent by rail between Calcutta and Simla.	-do-	As per sample.
27.	List of Headings for Record bundles.	F' cap. fol.	24 lbs. printing Double F' cap.

Public Works Department

1.	Statement of the number of clerks who should be provided with quarters in the native clerks' barracks, Simla.	F'cap. fol.	28 lbs. printing Double F'cap.
2.	Nominal Roll of selected tenants in the native clerks' barracks, Simla.	-do-	-do-
3.	Statement showing the proposed distribution of rooms.	-do-	-do-
4.	Drawing Office Order Form.	F'cap. fol.	24 lbs. -do- Common to Railway Deptt.
5.	Fair letter re employment of temporary engineers.	-do-	28 lbs. Cy. C.W. Common to Double F'cap. Railway Deptt.

(contd.)

1	2	3	4
6.	Fair letter re retention of services of temporary Railway Deptt. engineerers.	28 lbs. -do-	Common to
7.	History sheets of Engineer Officers F' cap.	Hand-made.	
8.	Label for boxes containing Government records sent by Railway between Calcutta and Simla. F'cap fol.	24 lbs. printing Double F'cap	
9.	Record shell for B Cases (not to be destroyed) F'cap.	As per sample.	
10.	-do- (D) -do-	-do-	
11.	-do- Deposited papers -do-	-do-	
12.	-do- Appendix to original -do-	-do-	
13.	-do- Manuscript -do-	-do-	
14.	Slips for wooden boxes for circulation to Honourable Members (White, green, red and blue) -do-	-do-	
15.	Form for preparation of signature letters. F'cap. fol.	28 lbs. C.C.W. or typewriting Double F'cap.	paper if required.
16.	Register of bills for Accountant General, Public Works Deptt. and Consulting Architect's Offices. F'cap.	28 lbs. Printing Double F'cap.	The abolition of this form is to be considered when new supply is required.
17.	List of Headings for Record bundles F'cap. fol.	24 lbs. -do-	
18.	Library Receipt form F' cap. 4 to	24 lbs. -do-	

Railway Department

1.	Application for Free Pases F' cap. fol.	24 lbs. half-bireached D'ble. F'cap.
2.	Board Meeting for perusal of Members. Members' memoranda. -do-	28 lbs. -do-
3.	Board's daily meeting. Letters received. -do-	24 lbs. Country Cream Wove Double F'cap.

(contd.)

1	2	3	4
4.	Draft communicating sanction to estimates. -do-	28 lbs. Printing Double F' cap.	
5.	Draft reply to applicants for temporary employment on State Railways. -do-	28 lbs. -do-	
6.	Draft reply to applicants for employment on State Railways. -do-	28 lbs. -do-	
7.	Draft for indents for State Railway gold or silver passes. -do-	28 lbs. -do-	
8.	Form of reply to complaints against Railways refusing to pay claims. -do-	28 lbs. Cy. Cr. W. Double F' cap.	
9.	Draft refuse of Locomotive and Rolling stocks. -do-	28 lbs. Printing Double F'cap.	
10.	Form conveying sanction to local purchase of European stores. -do-	28 lbs. Printing Double F' cap.	
11.	Outer docket forms for India Office Contracts. -do-	28 lbs. Printing Double F'cap.	
12.	Form of outer cover of shipping documents, special life. -do-	-do-	As per sample.
13.	Form of statement showing additional Locomotive and Rolling-stock placed on the Principal Indian Railways during each quarter. F' cap. fol.	24 lbs. printing Double F' cap.	
14.	Form of summary showing progress in the supply of Locomotive and Rolling-stock sanctioned monthly (Two pages) F' cap.	28 lbs. -do-	
15.	Office note showing principal lines in the weekly gross earnings of Indian Railways. -do-	24 lbs. -do-	
16.	Form of statement of approximate gross earnings of Indian Railways. -do-	-do-	As per sample.

(contd.)

1	2	3	4
17.	Form of abstract returns of accidents. -do-	24 lbs. Printing Double F' cap.	The possibility of simplifying this form before next supply is printed is suggested.
18.	Form of General Index of drawing F' cap. fol.	28 lbs. Printing Double F' cap.	
19.	Labels for plans	20 lbs. -do-	
20.	Reference Labels. ....	.....	As per sample.
21.	Index for Working plans, etc. F' cap. fol.	24 lbs. Printing Double F' cap.	
22.	B. Proceedings Cover Forms (not to be destroyed). F' cap.	As per sample.	
23.	B. Proceedings Cover Forms (D.) F' cap.	-do-	
24.	A. Proceedings Cover Forms (appendix to original). F' cap. fol.	-do-	
25.	A. Proceedings Cover Forms (Deposit) F' cap. fol.	-do-	
26.	A. Proceedings Cover Forms (Manuscript) -do-	-do-	
27.	Daily Record Report form -do-	28 lbs. Printing Double F' cap.	
28.	Form for preparation of signature letters. -do-	28 lbs. Cy. Cr. or typewriting Double F' cap.	paper if required.
29.	Label for boxes containing records sent by rail between Calcutta and Simla. -do-	24 lbs. Printing Double F' cap.	
30.	Slips for wooden boxes for circulation to Hon' ourable Member (White, green, red and blue). -do-	-do-	As per sample.
31.	List of Headings for Recod bundles. -do-	24 lbs. Printing Double F' cap.	

Military Finance Secretariat

1.	Record shells for B and C cases F' cap.	.....	As per sample.
2.	Label for boxes containing Government Records sent by rail F' cap.	24 lbs. Printing Double F' cap.	

(contd.)

1	2	3	4
	between Calcutta and Simla		
3.	Slips for wooden boxes for circulation to Honourable Members (White, green, red and blue).	.....	As per sample.
4.	Form for preparation of signature letters	F'cap fol. 28 lbs. Cy. Cr. W. D'ble F'cap.	On type-writing paper if required.
5.	List of Headings for Record bundles	-do- 24 lbs. Printing Double F'cap.	

Department of Revenue and Agriculture

1.	Letter sanctioning exclusion from reserved forests.	F'cap. fol.	28 lbs. Printing Double F'cap.	
2.	Letter rejecting a memorial (Form E.)	-do-	28 lbs. Cy. Cr. W. D'ble F'cap.	
3.	O.M. Sanctioning supply of departmental publications.	-do-	-do-	
4.	Petition Forms A,B,C,D,	-do	28 lbs. Printing	In one sheet for Branch use.
5.	Petition Form A,D	-do-	28 lbs. Cy. Cr. On Wove	On one sheet for issue
6.	Petition Form C (transferred for isposed post card)	3"x4¾"	As per sample	
7.	Post card reminder for overdue reports and returns.	-do-	-do-	
8.	Check memo. of notifications for Gazette	F'cap. fol	24 lbs. Printing Double F'cap.	
9.	Register of Maps	F'cap.	28 lbs. -do-	
10.	Label for circulating	3½" x 1½"	20 lbs. -do-	
11.	Label for Maps	4½" x 6½"	24 lbs. -do-	
12.	List of Subordinate	3" x 5"	24 lbs. -do-	
13.	Fair copy letter form for officers' signature.	F'cap. fol.	28 lbs. Cy.Cr. D'ble F'cap.	On typewriting paper if required.

(contd.)

1	2	3	4
14.	Circulation slip to Hon' ourable Members (green, red and blue)	.....	As per sample.
15.	Label for record boxes 11" x 5"	24 lbs. Printing Double F'cap.	
16.	Record shell for B cases	F' cap.	As per sample.
17.	-do- papers not printed F'cap. fol.	-do-	
18.	-do- Filed papers F'cap.	-do-	
19.	List of Headings for Record bundles F'cap. fol.	24 lbs. Printing Double F'cap.	
20.	Memo. returning petition in vernacular (Urdu) -do-	28 lbs. -do-	
21.	-do- (Hindi) -do-	-do-	
22.	Memo returning petition in vernacular (Bengali) F'cap. fol.	28 lbs. Printing Double F'cap.	

Army Department (including Marine)

1.	Circulation slip for books, papers, etc., for perusal. F'cap. fol.	24 lbs. -do-
2.	Cover for despatches to or from Secretary of State submitted for persual. -do-	24 lbs. -do-
3.	Countermark slip F'cap 4 to	24 lbs. -do-
4.	Schedule form for special expenditure chargeable to Army, Marine, Military Works and Special Defences. F'cap.	28 lbs. -do-
5.	Extract from Gazette of India F'cap. fol.	24 lbs. half-bleached D'ble F'cap.
6.	Letter forwarding commissions -do-	28 lbs. Cy.Cr.W.D'ble F'cap.
7.	Form notifying officers permitted by Secretary of State to return to duty, granted extensions of leave or allowed to retire, etc. -do-	28 lbs. -do-
8.	Letter to quarter Master General in India sanction -do-	28 lbs. -do-

(contd.)

1	2	3	4
	ning the grant of non-entitled passages to England.		
9.	Letter forwarding medals, etc. -do-	28 lbs. -do-	
10.	Receipts for models for signature by addresses As per sample	24 lbs. Printing D'ble F'cap.	
11.	Receipts for models, for signature by Army Department. -do-	24 lbs. -do-	
12.	Letter to Mint Master returning counter signed invoice of articles supplied to Army Department. F'cap. fol.	28 lbs. Cy. Cr.W.D'ble F'cap.	
13.	Stock form for medals and decorations other than bronze. F'cap	24 lbs. Printing -do-	
14.	Stock form for brrronze -do-	24 lbs. -do-	
15.	Letter furnishing forms and instructions for the Committee of Adjustment on the estate of a deceased officer. F'cap. fol.	28 lbs. Cy. Cr. W.D'ble F'cap.	
16.	Memorandum stating what documents should be furnished to Army Department by the Committee of Adjustment. -do-	28 lbs. Printing -do-	
17.	Form of Declaration for taking over an estate from the Committee of Adjustment. F'cap. fol.	28 lbs. Printing D'ble F'cap.	
18.	Form of receipt for an estate taken over from the Committee of Adjustment. -do-	28 lbs. Printing D'ble F'cap.	
19.	Letter of Deputy Controller forwarding remittance receipt for realisation of money on account of an estate. -do-	28 lbs. Cy. Cr. W. -do-	
20.	Letter of Administrator General forwarding documents relating to the estate of a deceased officer. -do-	28 lbs. -do-	

(contd.)

1	2	3	4
21.	Form for notifying deaths of officers and statement of deposits on account of estates.	-do-	28 lbs. Printing -do-
22.	Form for notifying deaths of officers and statement of deposits on account of estates.	-do-	28 lbs. Printing -do-
23.	Statement of estates remaining undisposed of.	F'cap.	24 lbs. -do-
24.	Statement showing money, valuables, etc., received in Army Deptt. on account of pending estate cases and their disposal.	-do-	24 lbs. -do-
25.	Return showing the estates of deceased officers transferred to the Administrator-General.	-do-	28 lbs.
26.	Letter acknowledging receipt of documents on the estate of a deceased officer and dissolving Committee or Adjustment.	F'cap. fol.	28 lbs. Cr.Cr.W."
27.	Letter asking early transmission to Army Department of Proceedings of Committee of Adjustment and other document connected with the estate of a deceased officer.	-do-	28 lbs. -do-
28.	Letter from Divisions of Head Quarters to Army Deptt. reporting lapse or saving in connection with reorganisation or ordinary schedule items.	F'cap	28 lbs. -do-
29.	Record shell for B. Paper (Army S.)	F'cap	As per sample.
30.	-do- (Marine S.)	-do-	-do-

(contd.)

1	2	3	4
31.	Label for boxes containing records sent by rail between Calcutta and Simla.	F'cap fol.	24 lbs. Printing D'ble F'cap.
32.	Slips for wooden boxes for circulation to Honourable Members (White, green, red and blue).	.....	As per sample.
33.	Form for preparation of signature letters	F'cap. fol.	28 lbs. Cy.Cr.W. Or Type- D'ble F'cap. writing paper
	(Army)		
34.	Form for preparation of signature letters (Marine)	-do-	28 lbs. if required
35.	Label, Secret (Large)	4" x 12½	Yellow, As per Sample.
36.	-do- (Small)	2½" x ¾	-do-
37.	Label for boxes for circulation to Military Secretary to the Viceroy	.....	As per sample.
38.	Memo. returning petitions in the vernacular (Bengali).	F'cap. fol.	28 lbs. Printing D'ble Foolscap.
39.	Memo. returning petitions in the vernacular (Hindi)	-do-	28 lbs. -do-
40.	Memo. returning petitions in the Vernacular (Marathi)	-do-	28 lbs. -do-
41.	Memo. returning petitions in the vernacular (Tamil)	-do-	28 lbs. -do-
42.	Memo returning petitions in the vernacular (Urdu).	-do-	28 lbs. -do-

Home Department

1.	Index to newspaper cutting	F'cap	24 lbs. -do-
2.	Register of receipts	.....	28 lbs. -do-
3.	Diary sheet	.....	.....
4.	Register of cases received by the Poceedings clerk.	F'cap	24 lbs. printing
5.	Weekly arrear list of cases sent to Press to	-do-	24 lbs. Printing Double F'cap.

(contd.)

1	2	3	4
	be printed for Proceed- ings.		
6.	Daily report of the work done in the Calcutta Office.	F'cap. fol.	24 lbs. -do-
7.	Office Memorandum -do- forwarding Blue Books, etc.	24 lbs. Cy.Cr.W. D'ble F'cap.	
8.	Distribution list of F'cap. Parliamentary Blue Books	28 lbs. Printing D'ble F'cap.	
9.	Schedule No. 1 regard- F'cap. fol. ing copyright of Books	28 lbs. Printing	
10.	Schedule No. 2 regard- -do- ing copyright of Books.	28 lbs. -do-	
11.	Fair copy of letter for- -do- warding Blue Books	24 lbs. Cy.Cr.W. D'ble F'cap.	
12.	Report as to number -do- of books sent to Press to be bound.	24 lbs. Printing	
13.	Office Memorandum -do- returning petitions to Government of India	28 lbs. Cy.Cr.W. D'ble F'cap.	To be printed with no name of Deptt. & supplied to other Departts. if required.
14.	Office Memorandum -do- returning petitions to the Secretary of State or the King.	28 lbs. -do-	
15.	Docket (Judicial) Note -do- sheet regarding petition for mercy.	40 lbs. Cr. Ld. Cy. Double F'cap.	
16.	Draft letter conveying -do- orders on petition for mercy.	28 lbs. Printing Double F'cap.	
17.	Draft telegram convey- -do- ing orders on petition for mercy.	28 lbs. -do-	
18.	Fair copy of letter con- -do- veying orders on petition for mercy.	28 lbs. -do-	
19.	Letter forwarding copy -do- of telegram conveying orders on petition for mercy.	28 lbs. -do-	
20.	Post copy of telegram 9" x 10" conveying orders on petition for mercy.	28 lbs. -do-	

(contd.)

1	2	3	4
21.	Draft telegram to the Local Governments regarding petition for mercy received direct from individuals.	F'cap. fol.	28 lbs. printing -do-
22.	Draft telegram to the petitioner petition for mercy received direct from individuals.	-do-	28 lbs. printing
23.	Endorsement forward- ing such petition	-do-	28 lbs. Cy. Cr. W. D'ble F'cap.
24.	Docket Note sheet (Port Blair) regarding petition for mercy.	-do-	40 lbs. -do-
25.	Draft letter to Sessions Judge, P.B., Confirming passed on convict.	9" x 10"	28 lbs. Printing -do-
26.	Draft telegram to Session Judge, P.B., confirming the sent- ence of death passed on convict.	F'cap. fol.	28 fol. -do-
27.	Docket Note Sheet regarding release of life-convict.	-do-	40 lbs. Cr. Ld. Cy. F'cap.
28.	Roll of life-convict	F'cap.	28 lbs. printing -do-
29.	Letter to Local Govern- ment asking for report regarding a life-convict.	F'cap. fol.	28 lbs. Cy. Cr. W. Double F'cap.
30.	Letter to Local Govern- ment inquiring whether there is any objection to the release of a life-convict.	-do-	28 lbs. -do-
31.	Letter (29 and 30 combined).	-do-	28 lbs. -do-
32.	Letter to Superinten- dent of Port Blair sanctioning the release of life-convict.	-do-	-do-
33.	Form of conditional release (1)	-do-	-do-
34.	-do- (2)	-do-	-do-
35.	Order sanctioning the absolute release of life-convicts.	-do-	-do-

(contd.)

1	2	3	4
36.	Letter of inquiry about life-convicts who are applicants for marriage.	-do-	28 lbs. Cy. Cr. W. D'ble. F'cap.
37.	Copy of Form of agreement for I.E.S. Officers.	-do-	28 lbs. Printing -do-
38.	Information to be supplied by a candidate for appointment to the Burma Commission.	F'cap	30 lbs. English Cr.
39.	Particulars regarding a candidate for employment in Home Deptt.	-do-	28 lbs. Cy.Cr.Wove. -do-
40.	Instructions to applicants for the rewards of the Royal Humane Society.	F'cap. Fol.	28 lbs. Printing Double F'cap.
41.	Draft letter to India Office, etc. forwarding copy of plague statement.	-do-	28 lbs. -do-
42.	Fair copy of the above	-do-	-do-
43.	Draft telegram to colonial Government, etc., regarding plague.	-do-	-do-
44.	Draft telegram to Consul-Generals, etc. (plague).	-do-	-do-
45.	Festival notification form.	-do-	-do-
46.	Slips for wooden boxes for circulation to Hon'ble Members, etc.	—	As per sample.
47.	Label for boxes containing records sent by rail between Calcutta and Simla.	F'cap. fol.	24 lbs. Printing Double F'cap.
48.	List of Headings for	-do-	24 lbs. -do-
49.	Record sheet for B.	—	—
50.	Cover for Not Printed paper.	—	—
51.	Cover A. Proceedings	—	—
52.	List of subordinate offices	4" x 4"	24 lbs. Printing Double F'cap.
53.	List of Consuls	4" x 4½"	24 lbs. -do-
54.	Slips showing Hon'ble Members' names or blank for circulation tin boxes (four colours).	—	—

(contd.)

1	2	3
55.	Slips showing the papers in a petitions for mercy - "Prisoner's confession, etc."	— — As per sample to be printed in Sheets
56.	Slips of send Confidential Proceedings from the Proceedings Section.	— — -do-
57.	Suspend sheet Reminder	F'cap fol. 28 lbs. Badami Double F'cap.
58.	Slips to be attached to the newspapers, showing submission date, etc.	4" x 4" 24 lbs. Printing -do-
59.	Slips - "Files to be taken by Secretary to His Excellency the Viceroy."	F'cap. 6mo 28 lbs. -do-
60.	Slips to be attached to boxes containing cases for Council.	-do- 28 lbs. -do-
61.	Slips "Will Secretary kindly mark cases for Private Secretary to the Governor-General."	-do- As per sample.
62.	Weekly arrear list	F'cap. 28 lbs. Printing Double F'cap.
63.	Fortnightly arrear statement	-do- सत्यमेव जयते -do-
64.	Fortnightly arrear statement	-do- -do-
65.	Suspense statement	-do- -do-

Legislative Department

- Letter from the Viceroy F'cap. fol. 30 lbs. English Cr. to Scretary of State for- W. D'ble. F'cap. wording a law passed by the Imperial or a Local Council
- Letter from the Viceroy -do- 30 lbs. -do- to the Secretary of State forwarding a Regulation.
- Letter to Permanent -do- 28 lbs. Cy.Cr.W. under Secretary of State D'ble. F'cap. intimating despatch of papers by box-packet.

(contd.)

1	2	3	4
4.	Letter to Permanent Under Secretary of State, forwarding Proceedings of Council of Governor-General.	-do-	28 lbs. -do-
5.	Letter to the Permanent Under Secretary of State for India, forwarding a copy of a letter to the Madras or Bombay Government.	-do-	28 lbs. -do-
6.	Letter to the Permanent Under Secretary of State for India, forwarding a copy of letter to Local Government other than Madras or Bombay.	-do-	28 lbs. -do-
7.	Letter to the Permanent Under Secretary of State, forwarding in continuation of Despatch/letter papers relating to an Imperial Bill.	-do-	28 lbs. -do-
8.	Letter to the Permanent Under Secretary of State, forwarding a Bill as introduced.	-do-	28 lbs. -do-
9.	Letter to the Permanent Under Secretary of State, forwarding Report of Select Committee with amended Bill.	-do-	28 lbs. -do-
10.	Endorsement forwarding a copy of the Secretary of State's despatch, leaving a local law or Regulation to its operation.	-do-	28 lbs. -do-
11.	Skeleton form for the Report of a Select Committee.	F'cap.	28 lbs. -do-
12.	Note forms for Interpellations and Resolutions (four kinds).	-do-	4 lbs. Cy. Cr. Ld. D'ble F'cap.
13.	Notice of Select Committee meeting	-do-	28 lbs. Cy. Cr. Wove
14.	Notice of postponement of Council Meeting	-do-	28 lbs. -do-
15.	Summons to Council meeting at Simla or Calcutta.	-do-	28 lbs. -do-

(contd.)

1	2	3	4
16.	Notice of question. Heading for -	-do-	28 lbs. -do-
17.	Note transmitting papers for next Council meeting.	-do-	28 lbs. -do-
18.	Heading for publication in the Gazettee of a Bill introduced in Council.	7¾" x 3"	28 lbs. Printing Double F'cap.
19.	Heading for publication in the Gazette of a Report of a Select Committee.	8½" x 2¾"	28 lbs. -do-
20.	Heading for the publi- cation in the Gazettee of an Act of the Governor-General	6" x 4"	28 lbs. Printing Double F'cap.
21.	Endorsement for a Bill assented to by the Governor-General.	5" x 7½"	28 lbs. Cy. Cr. Wove Double F'cap.
22.	Record of the circulation of Council papers by peons.	F'cap.	24 lbs. Printing Double F'cap.
23.	Draft circular to Local Governments inviting opinions on a Bill.	F'cap. fol.	28 lbs. -do-
24.	Skeleton from for fair copy of Circular to Local Governments inviting opinions on a Bill.	-do-	28 lbs. Cy. Cr. W. Double F'cap.
25.	Letter to Local Government returning the authentic copy of a local law with his Excellency's assent.	-do-	28 lbs. -do-
26.	Memorandum forward- ing a Bill and papers or an Act for translation and transliteration.	-do-	28 lbs. -do-
27.	Memorandum authoris- ing of extra copies of a Bill or Act for provincial Gazettes.	-do-	28 lbs. -do-
28.	Draft Memorandum to Local Governments inti- mating that an Act will be/will not be translated and transliterated.	-do-	28 lbs. -do-
29.	Draft Memorandum intimating that papers	-do-	28 lbs. -do-

(contd.)

1	2	3	4
	will not be reprinted in the cheap style or translated.		
30.	Memorandum intimating that papers will not be reprinted in the cheap style will be translated.	-do-	28 lbs. Cy. Cr. W.
31.	Letter from Secretary to –	F'cap. fol.	28 lbs. -do- Or typewriting paper if required.
32.	Office Memorandum sending copies of questions and Answers to an Executive Department.		
33.	Office Memorandum forwarding a Bill as introduced.	-do-	28 lbs. -do-
34.	Memorandum to Executive Departments forwarding collection copy of Proceedings and copies notes.	F'cap. 6 mo -do-	28 lbs. Printing
35.	Letter forwarding one or more copies of a publication.	-do-	28 lbs. -do-
36.	Letter intimating despatch of Acts or publication by rail or steamer.	F'cap. fol.	28 lbs. -do-
37.	Repot by office of despatch of books by box-packet.	-do-	24 lbs. Printing Double F'cap.
38.	Requisition on another Department for papers	-do-	24 lbs. Double F'cap.
39.	Memo. returning papers to another Department.	-do-	24 lbs. -do-
40.	Memorandum for circulation for signature of monthly salary bills of Hon'ble Members.	-do-	28 lbs. Cy. Cr. W. D'ble F'cap.
41.	Reference slip, "Authentic copy of Law".	2" × 4½"	As per sample.
42.	-do- "Law for His Excellency's assent".	-do-	-do-
43.	-do- "Bill as introduced"	-do-	-do-
44.	-do- "Statement of Objects and Reasons"	-do-	-do-
45.	-do- "Report of Select Committee"	-do-	-do-
46.	-do- "Bill as amended by the Select Committee".	-do-	-do-

(contd.)

1	2	3	4
47.	-do- "Bill as passed"		
48.	-do- "Proceedings of Council"	-do-	-do-
49.	-do- "Precedent"	-do-	-do-
50.	-do- "Spare copy"	-do-	-do-
51.	-do- "Proof for approval"	-do-	-do-
52.	-do- "Sign at X"	-do-	-do-
53.	-do- "Proposed question"	-do-	-do-
54.	-do- "Proposed reply"	-do-	-do-
55.	Docket cover for un-official notes	—	As per sample.
56.	Docket cover for B. Proceedings.	—	As per sample.
57.	Docket cover (yellow) for confidential cases.	2" x 4½"	As per sample.
58.	Lable for preference records	F'cap. fol.	24 lbs. Printing Double F'cap.
59.	Bill Register	F'cap.	28 lbs. -do-
60.	Register of number given to papers relating to Bills.	-do-	28 lbs. -do-
61.	Register of Miscellaneous files	-do-	28 lbs. -do-
62.	Stock Register of Publications or Acts.	-do-	28 lbs. -do-
63.	Slips for circulation of wooden boxes to Hon'ble Members.	—	As per sample.
64.	List of Headings for Record bundles	F'cap. fol.	24 lbs. Printing Double F'cap.

Finance Department

- | | | | |
|----|--------------------------------------------------------------------------------------------------------|-------------|-----------------------------------|
| 1. | List of persons who have been granted leave or permission to return to duty by the Secretary of State. | F'cap. fol. | 24 lbs. Printing
Double F'cap. |
| 2. | List of pact received from the India Office by Finance Department. | -do- | 28 lbs. Cy. Cr.
Wove |
| 3. | Statement showing Imports and Exports of gold and silver during the official year. | -do- | 28 lbs. -do- |
| 4. | Statement comparing Opium Revenue with the estimates. | -do- | 28 lbs. -do- |
| 5. | Statement comparing Opium Revenue with endorsement added. | -do- | 28 lbs. -do- |

(contd.)

1	2	3	4
6.	Statement comparing Secy. of State's drawing on India from 1st April with Budget and Proportionate Estimate.	-do- -do-	28 lbs. Printing
7.	Draft telegram to the Secy. of State regarding gold figures and currency.	-do-	28 lbs. -do-
8.	Post copy of telegram to the Secretary of State regarding	-do-	28 lbs. Cy. Cr. wove F'cap.
9.	Form for sanctioning retiring annuity payable from Home Treasury.	-do-	28 lbs. Printing Double F'cap.
10.	Statement showing daily quotations of the Bank of Bengal and Reuter's advices for sterling loans and sales of Council bills.	-do-	28 lbs. Cy. Cr. Double F'cap.
11.	Statement showing (weekly or for 4 days) quotations of of the Bank of Bengal and Reuter's advices for sterling loans and sales of Council bills. (Submitted to private Secretary to the Viceroy.)	-do-	28 lbs. -do-
12.	Statement showing (weekly or for 4 days) quotations of of the Banks of Bengal and Reuter's advices for sterling loans and sales of Council bills. (Submitted to Hon'ble Member.)	-do- -do-	28 lbs. printing
13.	Intimation to the Account Officer that a certain charge has been sanctioned by Government.	-do-	28 lbs. Cy. Cr. Wove F'cap.
14.	Statement showing receipts and issues of gold and balance of gold in India.	-do-	28 lbs. -do- Double F'cap.
15.	Statement showing weekly and monthly coinage of Rupees.	-do-	28 lbs. -do-
16.	Register showing price, weighment, export and cultivation of opium for each month.	F'cap	24 lbs.
17.	Register of sanctions of expenditure	F'cap	24 lbs. Printing Double F'cap.

(contd.)

1	2	3	4
18.	Register of additional grants	-do-	24 lbs. -do-
19.	Register showing weekly figures of Assets and Liabilities of the Presidency Banks.	-do-	24 lbs. -do-
20.	Register showing balance of Government Pro-notes enfaced for payment of interest in London.	F'cap.	24 lbs. -do-
21.	Register of Money market	-do-	24 lbs. -do-
22.	Register showing monthly sale of Bengal opium and duty realised on Malwa Opium.	-do-	24 lbs. -do-
23.	Memorandum from the Registrar to a Superintendent asking why reply to a despatch is deferred.	F'ca 6mo.	24 lbs. -do-
24.	Form for preparation of signature letters, etc.	F'cap fol.	28 lbs. -do-
25.	Record Shells	F'cap.	— As per sample
26.	Slips for circulation of wooden boxes (white, green, red, and blue).	—	— As per sample
27.	Label for boxes containing Records sent by rail between Calcutta and Simla.	F'cap. fol.	24 lbs. Printing Double F'cap.
28.	List of Headings for Record bundles	F'cap. fol.	24 lbs. -do-
29.	Statement comparing the figures of Revenue and Expenditure reported on the 9th with those of the distributed Budget estimate and second approximation.	-do-	28 lbs. -do-
30.	Statement of the affairs of the Presidency Banks showing fluctuations in balances since the preceding week.	-do-	28 lbs. -do-
31.	Weekly statement showing weighments of Malwa	-do-	28 lbs. -do-

(contd.)

1	2	3	4
	opium, cultivation of Bengal opium and Market prices of opium.		
32.	Monthly statement showing sale of Bengal Opium, weighment of Malwa opium and exports of opium in the Straits Settlements and import of opium into Hongkong.	-do-	28 lbs. -do-
33.	Comparative statement of Salt consumption.	-do-	28 lbs. -do-
34.	Statement showing Malwa Opium Revenue in Bombay.	-do-	28 lbs. -do-
35.	Memorandum returning a petition in the vernacular (Hindi).	-do-	28 lbs. -do-
36.	Memorandum returning a petition in the vernacular (Urdu).	-do-	28 lbs. -do-
37.	Memorandum returning a petition in the vernacular (Bengali).	-do-	28 lbs. -do-
38.	Endorsement forwarding copies of Despatches received from the Secretary of State.	-do-	28 lbs. -do-

Number of forms, envelopes, etc. submitted by the various Departments.

ENVELOPES					
Departments	Forms Labels, etc.	Used by Office	Used by Officers	Address Labels.	Remarks
Army (including Marine)	218	93	117	—	
Railway Department	166	36	4	—	
Foreign Department	125	38	—	—	
Revenue & Agriculture	213	25	6	15	
Commerce & Industry	175	26	12	1	
Legislative	209	106	—	402*	
Home	315	145	—	48	
Public Works	127	54	—	—	
Finance	157	40	10	—	
Military Finance	56	24	—	—	
Total	1,7060	587	149	466	

DISPOSAL OF FORMS

Department	No. of Forms Stand- ardised or abo- lished	Special Forms.			
		Abolished	Pages	Retained	Pages
Revenue & Agriculture	133	58	74	22	22
Commerce and Industry	130	24	29	22	34
Army	91	88	93	42	69
Railway	55	83	104	31	57
Military Finance	36	18	19	5	5
Public Works	84	26	34	18	25
Foreign	52	49	67	27	30
Home	189	66	70	65	78
Legislative	104	39	51	64	70
Finance	72	27	44	38	49
Total	946	478	585	334	439

*Samples only: the total number is over 1,000.



COMMITTEE TO INQUIRE INTO THE SYSTEM OF STATE TECHNICAL SCHOLARSHIPS, 1912 — REPORT¹

MARCH 27, 1912

Chairman	Sir Theodore Morison
Members	Sir K.G. Gupta; Mr. J.H. Reynolds; Professor W.E. Dalby.
Assistant Secretary	Mr. R.E. Field.
Secretary	Mr. P.H. Dumbell

Appointment

The Committee was appointed by the Secretary of State on the 27th March, 1912.

Terms of Reference

To inquire and report as to the facilities available for Indian students for industrial and technological training in this country, with special reference to the system of State Technical Scholarships established by the Government of India in 1904.

Contents

Introduction; History of the Technical Scholarship System; Review of the Working of the Scholarship System; General Recommendations for Improving the Scholarship System; Recommendations Regarding Particular Industries — Engineering (General Summary; Mechanical Engineering; Electrical Engineering; Civil [including Sanitary and Municipal] Engineering; Mining; Geology; Metallurgy); Textile Industries — Spinning and Weaving; Bleaching and Finishing; Dyeing); Tanning; Chemical Manufacturers; Conclusion; Appendices.

1. London, His Majesty's Stationary Office, 1913, 169 p. (East India Technical Scholarships) [CD. 6867].

Recommendations

General Recommendations for Improving the Scholarship System

Students sent to this country should ordinarily have read in India up to the standard of the B.Sc. or B.A. with Science, or have obtained an equivalent Diploma. Exceptions may, however, be made in favour of students who have an hereditary connection with the industry which they propose to study, provided that they know enough English to follow lectures in this country.

Wherever possible, students should be familiar in India with the industry which they are sent here to study. In mining this condition must in the future be strictly enforced, and no student be sent to the United Kingdom to study mining unless he has had at least a year's experience down an Indian mine. In all industries the presumption is that some previous practical experience is necessary, and the rule should be relaxed only when this presumption can be rebutted. Where such experience cannot be had in India, the question should be referred home before the scholar is sent, with a view to inquiry being made as to the possibility of obtaining it in this country.

There is another direction in which the selection of technical scholars needs to be improved. We understand that the present practice is that the Local Government, which has a scholarship to give, makes a survey of the industries of the Province and then decides for what industry, the scholarship shall be given. One consequence of this system is, as we have already noted (page 16, paragraph 29), that candidates present themselves who have no previous familiarity with the industry; they are tempted by the scholarship, and they undertake to study the industry specified as they would undertake to abide by any other condition upon which the scholarship is granted. Another untoward consequence is that the student frequently fails to find employment upon his return to India. The Local Government appears sometimes to be influenced in its selection of an industry by the fact that the Province contains great natural resources for that particular industry still awaiting development. It is perhaps not unreasonable to assume that the grant of a technical scholarship would be one method of forwarding the industrial development desired, but, unless it is accompanied by other

measures, the effect of this system of selection upon the technical scholar himself is often unfortunate. When he returns to India he finds the industry in which he hoped to secure employment still undeveloped; there is no firm in which he can get an appointment, and, as we have previously pointed out (page 26, paragraph 45), the creation of a new industry is altogether beyond the capacity of a young man without capital and without commercial experience. We recommend that the Local Governments should from time to time adopt the alternative principle of selecting the man rather than the industry to encourage. This principle was very strongly commended to us by Sir Thomas Holland and Dr. A.D. Denning, Superintendent of Industries in Bengal; then pointed out that officials in charge of technical schools, superintendents of industries, officers of the Geological Survey, and other public servants, frequently come across young men who have given proof of mechanical aptitude and an industrial bent of mind which they have followed in spite of severe discouragement. Such men can of course only be found in industries already started or in course of development; but they are the men who would make the best use of the opportunities offered by a technical scholarship, and who would be best able to find employment upon their return; in so far as it is possible to make any forecast of the subsequent careers of young men they appear also to be more likely than any others to do creative work in the development of Indian industries.

We further recommend that Local Governments should, in making selections, consult the businessmen and directors of industry in the Province to a greater extent than appears to have been the practice hitherto. Businessmen are often likely to know of a promising lad who would make excellent use of a technical scholarship; they could also advise the Local Government as to the type of man whom the industries of the Province need, and to whom they would readily offer employment. It should, we think, be possible for the Local Government to approach the Chamber of Commerce, the Mill Owners' Association, or other body representative of an industrial interest in the Province, and say to them "if you will indicate to us the kind of man whom you want and whom you find difficulty in getting, we are prepared to spend money on training him up, on condition that you offer him a chance of employment upon his return."

After making the above recommendations with regard to the selection of technical scholars in India, we pass on to our recommendations with regard to their training in this country. We have no suggestions to make with regard to the theoretical education they receive in universities and technological schools; the modifications which we suggest have reference solely to their practical training. We recommend that practical training in a business firm be considered an integral part of the technical scholar's education, and consequently that the period for which the scholarship is tenable should be extended so as to cover the time spent in undergoing such training. As to the length of the extension that will be necessary, it is impossible to lay down a rule of universal application; in some industries the time that can be usefully spent in practical training is shorter than in others; it may also sometimes occur that in consideration of the work done in an Indian University a student is excused a year of his academic training, and to that extent the duration of his stay in the United Kingdom may be curtailed. In our opinion a technical scholarship should not, except in rare cases, be tenable for more than five years, and in every few cases should it be granted for less than three; whatever duration is assigned to the scholarship it should be long enough to include a spell of continuous practical training. In the next chapter we make recommendations with regard to the training required in different industries.

Our next recommendation has reference to the way in which practical training can be secured, and this, we recognise, is the most difficult part of the task entrusted to us. We consider that, wherever possible, this training should be given in the United Kingdom. We have given elsewhere (page 21, paragraph 38) our reasons for thinking that in almost every industry some manufacturers may be found who will be prepared to receive Indian apprentices. The time at our disposal has been too short to enable us to secure promises of help from a sufficient number of firms to meet all the requirements of the scholarship system, but we believe that by patient inquiry the number can be very greatly extended, and we therefore recommend that an officer or department of the India office we specially entrusted with the task of securing, at least for Government technical scholars, facilities for acquiring practical experience. We have already

submitted to the India Office the names of certain employers who have expressed their readiness upon patriotic grounds to cooperate with the Government in giving an industrial training to Indians. We think that the officer who is entrusted with the continuation of our work will find that in almost all industries there are men who will cooperate with him upon this broad ground. In Manchester and other places, where trade jealousy is strong, the obligation to help India was generously recognised by individuals. Mr. Levinstein, for instance, said "We do not want Indians, but there is a certain amount of patriotism, and we will help England to help India." Sir William Mather was of opinion that there is no hope of success except by an appeal to patriotism, "I do not think," he said, "it is possible to meet the case except by the Council of India in London making it a matter of patriotic duty on the part of employers in certain industries to contribute to the welfare of India by affording opportunities for some of these well selected young fellows." We believe that by careful and continued inquiry it may be possible to frame for every industry of importance a list of broad-minded employers who will undertake to receive Indian scholars in their works and who will take a pride in turning out well-trained and accomplished men. The spirit in which Mr. Levinstein approached the subject may well be quoted as a model for wider initiation. "If," he said, "I know an Indian is coming to me who means afterwards to go to a dye house or print works, I would give him the kind of research work which would be in harmony with the future of the man, viz., research work connected with dyeing, printing, bleaching . . . I am not going to put him to work which is useless to him afterwards."

We have hope that by sustained inquiry and by the help of the gentlemen who have already promised to cooperate with the India Office it may be possible to draw up a list of firms willing to admit Indian students, and that this list may be large enough to provide facilities for all Government scholars should the appeal to the patriotism of British manufacturers meet with less response than we expect, it may prove possible to exercise influence through the Stores Department of the India Office. It must be remembered that the India Office purchases goods from the United Kingdom to the value of about 3,50,000*l.* per annum for the Indian Government, and has therefore a right to

expect that those who benefit by this valuable custom should give its suggestions very friendly consideration. We recognise that it is the duty of the Stores Department to obtain for India the best goods at the lowest possible price, and that is accepting or rejecting a tender the only questions to be taken into account are quality and price; but when the contract has been settled, it would not, we understand, be an unwated departure from business habits for the purchaser to say that he desired to obtain practical training for one or two young men, and that he would be glad if the manufacturer would take them into his works.

In view of the fact that facilities for practical training can only be secured by negotiation with individual firms, we recommend that the Government of India should give the India Office notice at as early a date as possible of the Technical Scholarships which they purpose to award. Cases have occurred of students being sent home to pursue a course of study for which, it was afterwards found, neither the Universities nor Technological schools make any adequate provision; even when academic instruction can be given, manufacturers may not be willing to offer facilities for practical training, but this cannot be ascertained without an investigation into the custom that prevails in the particular industry, and such an investigation may often require considerable time. When therefore the Government of India desire to give a scholarship for an industry in which no Indian student has yet been trained, we recommend that inquiries should be addressed to the India Office, and that the scholarship be not awarded until it is ascertained that facilities exist for giving an Indian student a complete training in that branch of industry. Previous inquiry and early notice are of course less necessary in the primary industries, for these have already evolved something akin to a system of professional training.

We recognise that the allowance of 150*l.* a year, which Government technical scholars receive, places them in a somewhat better financial position than the majority of their class-fellows, but as the expenses of living are inevitably somewhat greater for a foreigner than for a native of this country, we do not recommend any reduction, nor will it, we think, be possible ordinarily to reduce the allowance during the

years of apprenticeship or pupilage. As, however, some employers hold the opinion that it is a disadvantage to an apprentice to have so large an allowance as 3*l.* a week, we recommend that power should be taken to reduce the scholarship when necessary, and the scholar be warned that this may be done. In each case we recommend that the amount of the allowance, be settled in consultation with the employer.

We think that the rules laid down by the India Office for the guidance of Government technical scholars stand in need of revision, and we recommend that a new set of rules be issued, in which, among other things, the duties of the scholar towards the employer with whom he is apprenticed should be clearly stated. When a firm has undertaken to receive a technical scholar in its works, it is of paramount importance that it should have full control over him; it must be in a position to direct the young man to do what work it thinks best, and to exact absolute obedience to all orders and unfailing punctuality. Students from the technological schools and universities are apt to think that they are in a position to judge what sort of work will give them the most valuable experience and to resent being set to do menial work. It is important that they should get these notions knocked out of them, and understand that they are, for the time being, in respects workmen. If Indians are to have practical training they must take it upon these terms, and be prepared to clean the machinery and the tools they have to use, and in every respect to carry out the instructions of the foreman to whom they are immediately responsible. We recommend that the revised rules should make it clear that the technical scholar must do work of this kind if so directed, and that the employer to whom he is apprenticed may exercise over him for the time being all the powers of the India Office; failure to give satisfaction to the employer will expose him to the risk of forfeiting his scholarship and his return passage to India.

The present rules are further defective in that they do not provide any guarantee that the scholar shall return to India after his industrial training has been completed. One case has already occurred of a student refusing to return to India unless he was provided with a Government appointment; we heard in the course of evidence that another is doing so well in America that he is unlikely to go back to India; a third is making a

comfortable living in Europe, which he may not care to exchange for the uncertainties of an Indian career. We recognise that salaried employment in a European or American firm may supply valuable experience to an Indian, and we would not insist that a scholar should always return to India immediately upon the expiration of his scholarship, but there is a danger that he may stay too long, and even that India may lose altogether the advantage from having trained him. We therefore, recommend that all Government technical scholars should execute a bond undertaking to repay the value of their scholarship if they fail to return to India within three years after its expiration.

We have recognised in the last chapter (page 25, paragraph 44) that Indian technological students do find some difficulty in securing employment upon their return. We suggest that the Government of India might bring this fact to the notice of the Indian mercantile community, and appeal to them to cooperate with Government by giving friendly consideration to the claims of trained men. An Indian student suggested that such an appeal should be directed to the Bombay Millowners' Association, and added, "If people do care for technical education, it is their duty to find something for their own people whom the Government is trying to educate"; and this argument seems to us to have great force. We understand that the suggestion has been made that the Provincial Advisory Committees in India should take up the duty of Appointments Boards, and should help to find employment for the Indian students whom they originally recommended for education in Europe. We think it desirable that some local manufacturers and employers should be appointed to the Provincial Advisory Committees and be asked to cooperate in finding employment for those technical scholars who return to India with good credentials.

We have had some difficulty in obtaining information about the subsequent careers of the technical students who have returned to India; no systematic effort appears to be made to keep a record of their doings. Our final recommendation therefore is that the Government of India should send to the India office regular reports upon the technical scholars who have returned to their own country, showing how they are employed and what salaries they are drawing.

The general effect of our recommendations will, we recognise, be to increase the cost of Government of the system of State technical scholarships. This additional expenditure will however be amply justified if in consequence of the changes we propose the men are better selected and better equipped for the work they have to do. Indeed the expense of technical scholarships cannot be defended at all unless they give the best preparation possible for the highest kind of industrial work. The ideal training for an industrial career is both lengthy and costly, and for this reason it should only be given, at public expense, to men of quite exceptional capacity. The average man, who can never be expected to do more than carry as well-known industries by well-known methods, can be trained in India; if he is trained in England it should be at private expense. But when the best men, as far as human foresight can discriminate, have been selected, it is false economy to give them any but the very best training.

Recommendations Regarding Particular Industries

We now proceed to deal with particular industries falling within the scope of our inquiry.

Engineering

Of all the industries which we have examined, engineering is the only one that possesses the rudiments of a professional system of training; even this, however, is far from uniform; every engineer and every works have rules which are individual, although conforming in general to an ill-defined system. Twenty years ago there was no recognition, on the part of the profession, of college courses; in fact, there were few college courses in existence as we know them to-day. But concurrently with the development of the great engineering schools and colleges which has taken place in recent years, there has been a gradual change of attitude on the part of professional engineers to the value of a college training, and it is in part due to the growth side by side of the means of teaching and the readjustments of ideas of the newer generation of employers that there are some very different apprenticeship rules in existence. The more conservative members of the profession cling to the old methods

and incline to a prolonged period of practical training with a relatively short college course. The more advanced members give greater weight to a college training, and it is more and more being recognized that competition with our neighbours can only be met by combining a college training in engineering science of the highest possible type with a practical training either in the works of a manufacturing concern or on the works being carried out by a civil engineer. Many leading civil engineers demand a year or more in a manufacturing concern before they will take young men on to their constructive work to begin their practical training as civil engineers.

The Committee appointed by the Institution of Civil Engineers in 1903 (to which reference has already been made in Chapter II, page 15, paragraph 26) to inquire into the subject of the training of Engineers, reported in 1906, and the Report is printed in full in the Minutes of Proceedings of the Institution of Civil Engineers, Vol. CLXVI, 1905-06, Part V. This Report may be accepted as an authoritative expression of the opinion of all branches of the Engineering profession. The recommendations contained in it may be summarised as follows :—

- (1) An introductory workshop course of at least one year in mechanical engineering workshops for all students, including those who intend ultimately to specialise in mining, electrical engineering, civil engineering, and, in fact, every branch of engineering; during this introductory course the student should be treated as an ordinary apprentice and should keep regular hours, be subject to discipline and be paid wages.
- (2) A college course of normally three sessions; stress being laid upon the necessity of a sound and extensive knowledge of mathematics in all branches of engineering.
- (3) Two or three years' practical training, subsequent to the college course, in workshops, or on works, or in mines; it being particularly desirable that part of the time should be spent in the drawing office.

The evidence given before us in the course of our inquiry was almost without exception in harmony with these recommendations, different individuals, whether representative

of mechanical, civil, or electrical engineering, successively outlined to us ideal schemes of training, which were in essentials identical with the course recommended by the Institution of Civil Engineers.

In order, therefore, to provide Indian students with the best possible course of engineering training the India Office must base its regulations upon the general trend of professional opinion as it has been authoritatively codified by the Institution of Civil Engineers.

The preliminary workshop training is probably more important for Indians than for Englishmen, seeing that very few Indian lads have the opportunity of becoming so intimately familiar with machinery as residents in the manufacturing towns of England generally are; the former rarely see any engine but a passing locomotive, the latter are surrounded by machinery of every description from their childhood. We recommend therefore that all scholars in engineering of whatever branch should receive a year's preliminary workshop course in a mechanical engineer's shop in India. If such facilities cannot be obtained from a private firm, they should be given, at least for Government scholars, in the workshops attached to the railways owned by Government.

The second question is where the Indian student shall take his college course. We were given to understand by English and Scotch professors of engineering who had had under them students from Rurki and Sibpur, that the standard of engineering instruction in India, especially in mechanical and electrical engineering, is not at the present time as high as the corresponding standard in this country, and therefore, for some time to come it may be necessary for the Indian student, who desires to get the highest possible training, to come to this country and enter one or other of our colleges. Before he comes he should have received a training in mathematics, physics, chemistry, and engineering-drawing, of a sufficiently advanced character to enable him to join the second year class at once. The Indian universities could greatly facilitate the careers of these men by supplying them with authoritative certificates showing in what subjects they have passed the B.A. and intermediate examinations. The head of an English College has no means of ascertaining, from the certificates now given,

whether a student has passed in science, and is therefore qualified to attend a course of engineering, or whether he has passed in philosophy and an Oriental classic, and is therefore totally unqualified. All Indian students who wish to attend an engineering college in the United Kingdom should receive special instruction in mechanical drawing and descriptive geometry in India.

The part of the course which require special organisation is the two or three years' practical training after college. In order to understand the system into which Indian students have to be fitted, some description of the manner in which practical training is usually acquired in this country seems desirable. The practice differs to a slight extent in different branches of engineering.

The young men receiving practical training in the workshops of the mechanical and electrical engineering firms of this country may be classified in three divisions, namely :—

- (1) Apprentices
- (2) Premium apprentices
- (3) Pupils

Class I

In some cases there is a sharp division between these classes. For instance, in one large works employing about 7,000 men, the sons of the workmen are apprenticed to specified trades in the works, and during the whole period of their apprenticeship, from the age of 14 to 21 or 16 to 21, as the case may be, the apprentice of this class is kept at one trade. Thus he may learn to be a fitter, or a turner, or a boiler-maker, or a copper-smith or a pattern-maker, or a moulder, or a smith, in fact, he becomes a craftsman in one particular trade. He pays no premium on entry and receives a commencing wage of about 5 s. per week, increasing annually to about 21 s. when he is out of his time. After this he may leave and obtain employment in another firm where he would probably receive the trade rate ruling in this particular craft, which would range between 36 s. and 45 s. per week for the crafts mentioned above according to the district in which the works happen to be situated.

Class 2

The premium apprentice in the works under review pays a premium of 60*l.* to the firm. He enters out 16 and is put to work in the machine shops, and later in the fitting shop and the erecting shop. He thus learns how the parts of an engine are machined, in fact he is put to work at all kinds of machines whilst he is in the machining department, and later he learns how to fit the parts together, and later still how to erect these fitted and machined parts into an engine. The premium apprentice gets a small wage to begin with and the rate increases to about 21 s. per week when he is 21. No guarantee of employment is given to him and usually he would leave to find employment with another firm. A good man might of course be kept on. He is subject to the same discipline and keeps exactly the same hours as the workmen.

The difference between apprentices of these two classes is that the premium apprentice is put through more than one department, and as a rule comes from a different social class. A premium apprentice nowadays sometimes gets a college education before he goes to the works, and sometimes after, but more often he relies upon evening study.

Class 3

Some firms take a limited number of pupils, and this privilege is generally extended to the Chief Engineers of Public Companies. Pupils stand in a direct personal relation with the firm or the engineer. They receive no wages, but pay to the firm or engineer an annual fee of from 100 to 150 guineas. They are employed for a few months in each of the important departments of the works, and they are sent to the drawing office as a matter of course. With class 2 apprentices, it is a matter of luck or influence or some special determining factor that gains them admittance into the drawing office. Drawing office experience is fundamentally important because it is in this Department that the actual designing of the engines and machinery is carried out. It is the brain of the whole works.

The distinctions described above are not universally recognised. There is always the workman apprentice. But in some workshops classes 2 and 3 merge into one another. The

rules in many firms now begin to show recognition of college training. In one firm whose rules were specially brought to our notice there are no premium apprentices or pupils, but admission to the works is based on educational qualifications alone, and we understand that there are many firms of repute that make similar provision in their rules.

For practical training in civil engineering there is only one system in vogue, namely the pupil system. The pupil is employed partly in the drawing office and partly on the works, and aims eventually at securing a post of "Resident Engineer" on a works. For instance, if a dock is being built the design is made by a civil engineer for the Dock Company, and an engineer acting for the company arranges the necessary specifications and makes the necessary drawings, and then tenders are invited. The successful contractor then proceeds to build the dock under the supervision of the engineer. The contractor is paid, as the work proceeds, only upon the signed certificate of the engineer. During the whole progress of the work the engineer will have one of his staff on the works, the "Resident Engineer", who acts for the engineer in everything. The engineer's pupils are down on the works with the Resident, and thus become familiar with the contractor's way of carrying out the work. There are many cases where young men go direct from college into an engineer's office, and at once begin work on designs, or at once begin with the preliminary surveys on the ground, but as a rule a good deal of influence is required to get a youth into a good office without a premium.

We now proceed to discuss how far this system of training can be made available for Indian students.

Mechanical Engineering

We find that in this branch of engineering Indian students have in the past frequently had opportunities for practical training given to them. This has especially been the case in Glasgow where the Engineering Faculty of the University has ever since its creation been in close touch with the engineering firms on the Clyde; the consequence has been that the professors have been in the habit of giving to their pupils letters of recommendation which enable them to get admission to

workshops during the six months' vacation. Indian students have had the benefit of these recommendations along with their Scotch and English class-fellows. We were earned that it is growing more difficult to get all students into works because of the great rapidity with which the engineering classes of the Glasgow University have increased of recent years; obviously the manufacturers of Glasgow cannot provide training for an unlimited number of students, and we gather that they have now rather more applications than they can satisfy. It appears that it is more easy to become an apprentice for two or three continuous years than for short spells of a few months, and Indian students have occasionally failed to secure admission to works because they were unwilling to undertake to stay for the full term for which the employer was prepared to take them. We were assured that the India Office would find no difficulty in securing admission for a limited number of scholars as apprentices for two or three years, and we have obtained from several firms, both in England and Scotland, definite promises to give Indian students facilities for practical experience. It should be understood, however, that no firm surrenders its right to accept or reject a candidate for apprenticeship; the candidate will be sent by the India Office to the firm, and this introduction will secure for his claim favourable consideration, but he is engaged on his personal merits alone and not on the strength of an official recommendation; as to his suitability for admission the firm decides after personal inspection.

We have received some evidence to the effect that it is best for a student to be apprenticed to a firm immediately on arrival in England; in this case the firm will decide whether or not it is desirable for its apprentice to take an University course; after a short experience the firm may decide that this particular apprentice would profit by a course of scientific study, and would send him to a university or technological school; in this firm, he would return to it during the vacation, and, on the completion of his academic course, for the remaining two or three years; and he would be looked upon throughout as an apprentice and not as a student. We recommend that where a manufacturing engineer is prepared to assume the whole responsibility for the education of his apprentice, this course should be followed.

Electrical Engineering

The remarks that we have just made regarding mechanical engineering may be applied with but little modification to electrical engineering. No Indian student should attempt to study electrical engineering unless he had read up to the B.A. standard in mathematics. We have had from one manufacturer of electrical plant in Scotland an offer to take two Indian students a year. The course sketched would usually be somewhat as follows: — After being personally selected by the firm they would sign on for five years, they would start work with the firm in summer and go on to the University in the winter, returning to the firm in the summer, and continue such alternations of theory and practical until the University course was completed, after which they would work continuously in the several departments of the firm for two years. We believe that other firms of electrical engineers would be willing to take well recommended Indian apprentices upon the same terms, for we find that Indian students have either by themselves or with the assistance of their professors been successful in obtaining short spells of practical experience in the past. As far as we have been able to ascertain, the premium usually asked is 150*l.* for the whole period of apprenticeship; but there are firms of repute that do not demand a premium. We are of opinion that the system of apprenticeship to a firm which allows the apprentice to take a University course offers the best education in electrical engineering available in this country, and we recommend that it be adopted for Government scholars, and the scholarship extended so as to be tenable for five years or such other period as the apprenticeship lasts.

Civil Engineering

Civil Engineering was specifically excluded from the system of Government Technical Scholarships, but we find that many Indian students have come to this country on their own account to be trained as Civil Engineers. They find it very hard to get practical training, not because there is any prejudice against them but because there is very little new work to be done in England; the railways, roads, bridges, docks, and harbours of the country have all been built, and only a comparatively small

staff is needed to keep them in repair. But there is a great deal of new work being done in India, the great bulk of which is controlled by the Indian Government, and we recommend the Indian Government to consider whether facilities might not be given to Indian students to obtain practical experience in their own country. It is conceded on all hands that there is enormous scope for civil engineering in India, and that, owing to lack of funds, Government can only undertake a small part of the work which needs to be done. The growth of an independent engineering profession would probably assist in getting this work done outside Government; Indian engineers might prove more successful than Englishmen in pointing out to landowners and municipalities or other Indian capitalists the financial advantage of engineering works. It appears to us that it would be sound policy for the Government to offer facilities to Indian engineers, whether trained in England or India, for acquiring practical experience. It was suggested to us by Mr. Brereton (Government Director of Indian Railways) that the proper way to do this would be to allow engineers of the Public Works Department who were in charge of works of construction to take a certain number of premium-paying pupils. In view of the difficulty which civil engineers experience in getting practical training in England, and of the desirability of encouraging the growth of an independent engineering profession in India, we recommend that this suggestion be carefully considered by the Government of India.

In the specialised branch of Civil Engineering known as Sanitary and Municipal Engineering, good courses are given at the Manchester School of Technology and at University College, London, and practical experience can, we understand, be obtained without difficulty.

Mining

We discovered that at the time of our inquiry an acute controversy was in progress among experts as to the proper training of a mining engineer. Sir Thomas Holland, in a public speech, had put forth the view that the proper training for a mine manager was actual work in a mine, supplemented by evening classes at the colliery centres, and that the University classes were usually

failures. Sir Thomas developed this view to us and said that, in the present condition of Indian mining, evening, or out-of-shift, classes at certain mining centres gave Indian students all the training that they needed, and roundly declared that a University education was of little use to the practical miner.

This opinion has been strenuously disputed, and the two points of view are set out in detail in Appendix VII.

As the experts disagreed we submitted the point to Mr. R.A.S. Redmayne, His Majesty's Chief Inspector of Mines. He expressed a decided opinion in favour of University training :—

“The old idea, which we may call the rule-of-thumb-idea, is that a man is much better employed at work in a mine and attending evening classes. All I can say, as a man who has worked as a workman, is that it is utterly impossible for a man who is dog-tired to go home and set to work on science applied to mines; it is not impossible to learn something, but it is quite impossible to set to work on very serious brain-racking study. That class of teaching was quite advantageous, and is to a certain extent advantageous now, for elementary mining and a knowledge of the properties of mine glass - the detection of gas, simple questions of the strength of materials, and so on . . . but now it is quite hopeless for a man to be an efficient mining engineer unless he has had a high education. I do not see how that education can be obtained unless a man has had a thoroughly good technical education at a University, of the kind that they insist on in America.”

Mr. Redmayne went on to give instances of the development of South African mines under men trained in American and Canadian Universities, and added: “Nobody has a stronger belief in the necessity of a practical mining education than myself - I had many years of it underground myself - but I do think the only proper combination is a combination of theory and practice, and I think you cannot get your theory better than at the best mining departments in this country.”

A similar opinion was expressed by Professor J. Cadman, D.Sc., of Birmingham University, who said:

"I am entirely opposed to the view that efficient mine managers and mining engineers can be trained by evening instruction alone, evening classes are in my opinion only suited, and indeed eminently suited, for the instruction of subordinates . . . I entirely and emphatically disagree with the view that a mine manager is made only by a long and often painful practical experience, and that therefore Universities ought not to, and could not, complete with evening classes of technical schools . . . I have managed mines, and am still connected with the direct management of mines, and I say with absolute confidence that the successful mine manager and mining engineer of the future is the man who has a sound University education, together with a sound practical training . . . In my opinion it is imperative that carefully selected Indian mining students should be sent to this country for instruction, particularly until such time as Indian mining is more fully developed; to qualify students in a country which is developing is really driving the cart without the horse. You want to send the students to an area where there are active mines and mines of a very much better order than the small mines at present in operation in India."

After carefully weighing the evidence laid before us, we consider that the policy of sending students to this country for the study of mining should not be abandoned; but there is a consensus of opinion that scholarships in this subject should only be granted to men who have had considerable practical experience in Indian mines. In the past too little attention appears to have been paid to this point; some of the Government scholars have arrived in this country without ever having seen a mine, and therefore without the slightest idea as to the conditions of work underground. The result has been that after they have been here a short time, and have been down into the mines, they find that they do not like mining, and endeavour to change their course to geology or some other more congenial subject. If sanction to change the subject of study is refused, their interest is not in their work, with the result that they sometimes fail to get the mining diploma or degree, and have to return to India very little better qualified to take any

responsible position than when they first arrived in this country.

It has been urged by all the experts in mining from whom we have taken evidence that at least one year's actual experience of work in Indian mines should be made a *sine qua non* of the grant of Government scholarships for the study of mining. In this connection we may quote the views of Professor Latham (Professor of Mining, Glasgow University), who said :

"What I would recommend the Indian Government to do is to send these men to their own mines for, say, a year and after they have proved their ability, to send them over here."

Again, Sir T. Hollad Said :

"The first thing the student notices on going back is that the tips he has picked up in Europe are of no use to him in India. If he were a practical man beforehand, he would be able to turn those ideas to account; and infect every lecture he attends he would be saying to himself, this first fits in with the conditions in my home or my village. Now I know exactly how to do my work a little better than I did before.' But without that previous practical training, it is quite hopeless for a student to apply his training in Europe at once to conditions in India."

Professor Cadman, of Birmingham University, who has had a considerable number of Government scholars under his charge, was equally emphatic. "The Indian scholars in mining find that they are unable to obtain employment in mining on their return to India. The reason is largely due to the defective system of selection. The students are recruited from candidates who are in no way associated with mining before leaving India, are not known to any mine owners or mine officials, and indeed, in many cases, have never seen or been connected with a mine before taking up the scholarship." . . . "It is my opinion that if the students were recruited from persons actually connected with Indian mining, there would be no difficulty in their obtaining re-employment on their return."

The advantages of previous practical experience in India

appear therefore to be —

- (i) Students whose interests do not lie in mining or who are physically unfitted for work underground will be eliminated during the period of probation in India;
- (ii) The students will be better able to adapt English methods to Indian conditions and to apply the knowledge they acquire here more readily on their return; and
- (iii) Having been in touch with Indian mine managers and owners, they should find less difficulty in securing employment on return, in the first instance in some subordinate capacity, for such period as may be necessary for qualifying for the mine manager's certificate under the Indian Mines Act.

It should be added that the question of obtaining practical experience in mines in this country for scholarship-holders does not present seniors difficulty, owing to the close relations which exist, at Birmingham and elsewhere, between the professors of mining and local mine owners and managers. Evidence was given by Government scholars, now under training at Birmingham University, that they had no difficulty in securing admission during vacations to as many mines as they wished, and that the miners themselves were helpful and friendly.

It is recognised, however, that the period spent in mines during vacations is insufficient. A suggestion was made that Government scholars should spend a continuous period of at least 12 months in a mine in this country subsequent to their University training. This suggestion met with the approval of Mr. Redmayne, who thought that this arrangement would enable the student to learn the best possible underground mining practice. We were informed of an arrangement by which a student might be apprenticed to a mining engineer, and on payment of a premium be put through all branches of the mine. We consider that in some cases it may be desirable to extend the period of the scholarship in order to include a pupilage of this kind, but ordinarily we think it will be better for the scholar to obtain the practical part of his training in India.

Our recommendations therefore in regard to the grant of scholarships in Mining, as distinguished from Geology, are —

- (i) that they shall only be given to men who intend to become mine managers or mining engineers;
- (ii) that in every case the candidate shall have actually worked for at least one year in an Indian mine - preferably in a paid position;
- (iii) that a specially strict test of physical fitness shall be imposed on candidates before selection;
- (iv) that the candidate shall have reached at least the Intermediate Science standard, and shall have a competent knowledge of physics, chemistry, and mathematics; and
- (v) that the period of the scholarship shall be extended, when the Professor under whom the student is working considers it desirable, so as to include a period of continuous practical training in an English mine.

Geology

The above considerations apply only to the case of students intending to become mine managers or mining engineers. There is another quite distinct class of mining expert, namely, the mining geologist or prospector. The latter is described by Sir T. Holland as "the economic mineralogist who wants to know enough of mining methods to know whether a mineral can under certain circumstances be worked with a fair prospect of profit. He wants to know more than one mineral. He is not like the mine manager who knows only his one mineral and knows it thoroughly; the mining geologist wants to know the habits and economic problems of several minerals. He does not want to handle fans, dynamos and every other variety of mining machinery. He wants to know just as much about mining methods as to be able to put down his own prospect pits, to size up the situation generally, and make his own surveys with regard to new mining propositions." . . . "The mining geologist requires more of the so-called scientific training and less familiarity with the actual methods of mining. His training can be given in technological institutions supplemented by a comparatively short experience in various types of mines." We have it in evidence from Sir T. Holland that for the training of experts of this class better facilities exist at present in Europe

than in India. It may be desirable, therefore, to make provision in the scholarship system for the training of mining geologists, but in this case the qualifications required are somewhat different, and consist of a knowledge of economic geology supplemented by some experience of surveying and general mining methods; such as might be obtained by a pupilage in the Department of the Geological Survey of India. Special arrangements are now being made for the training of such experts under Sir T. Holland at Manchester University.

Metallurgy

The leading considerations as regards Indian students of Metallurgy are succinctly stated by Professor T. Turner, of Birmingham University, as follows :

“The Indian students who have attended in the Metallurgical Department of the University of Birmingham have generally been quite satisfactory in regard to regularity, conduct, and progress. They are, however, generally rather below than above the average in strictly metallurgical work. In assaying, where careful routine work is necessary, Indian students are probably equal to the average. But no native Indian student has yet headed an examination class list, or been chosen as a “shift leader” in the vacation practical courses. It is doubtful if the best type of man has been selected for the purpose. In England, as a rule, a metallurgical student has some family or other interest in metallurgy or the metal trades. This helps him in many ways. He has a pride in his subject and his further profession; he has the opportunity of visiting metallurgical works, and not unfrequently he has a definite position in view when his training is completed. The question of physique also is important in metallurgical industries. The managers must be prepared in many cases, when emergencies arise, to work for lengthened periods in heat or cold, and by then example lead and stimulate the men in their exertions. The power to do the right thing quickly may save expensive equipment or valuable lives. In this initiative and resource the native Indian student appears to be lacking. In practical courses he generally stands by and looks on as though it

were all a demonstration prepared for his instruction, instead of a real thing in which he has to take part.

"The development of the metallurgical resources of India should come largely through British-trained Indian students. These students should be physically well developed, and, if possible, either connected with the industry in some way, or with a definite prospect of employment on their return to India. The training could then be somewhat modified, in their final year, so as to meet the needs of any special case. It is impossible to give a course of training which will equally well fit a man for an iron works, a brass foundry, or a gold mine.

"Hitherto opportunity has been found for the Indian metallurgical students at Birmingham to supplement their University education by practical experience in large manufacturing establishments. It has been done by means of application from the Professor among his friends and acquaintances. As a number of English students have to be similarly provided for, such a system of gratuitous training cannot be indefinitely extended. Further, English students are preferred to Indian students, as they may ultimately enter the works. Doubtless, extended facilities could be obtained for Indian students of important firms were officially approached, and if a free of say, one guinea per week, were offered in approved cases."

It will be seen, therefore, that the same importance is attached as in the case of mining to previous experience of metal industries, and a knowledge of even primitive processes is of great assistance; students who have no previous experience of metallurgy should be sent for some months to metal works before the scholarship is granted to them.

Here also physique is of vital importance, and, if possible, an indication should be given of the branch of metallurgy which the student intends to take up on his return, in order that his course of training here may be specially modified to meet his particular requirements. We also recommend that in special cases the scholarship should be extended for a fourth year, so as to allow a year of post-graduate specialised training. Whether the University course extends over three or four years, it

should be supplemented by practical training in large manufacturing establishments; for such training arrangements must be made by the India Office with individual firms, as suggested by Professor Turner.

The Textile Industries

Of the 66 scholarships which had been granted by the Government of India up to 31st March 1912, 24 were awarded in the subject of textile manufacturer.

The study of textile manufacture embraces not only the fundamental processes of spinning and weaving, but the further treatment of the fabric by bleaching, finishing, mercerising, dyeing, or printing. Some of the scholars have spent part of their time, and one or two the whole of their time, in studying the latter processes, whilst the majority have given all their time to the study of spinning and weaving.

All the Government scholars in textile manufacture, no matter in what branch, have carried on their studies in the Manchester School of Technology and devoted themselves, except in two instances, where silk manufacture was chosen, to the study of the manufacture and subsequent treatment of cotton goods.

It will be convenient to deal first with the subject of spinning and weaving, in respect of which the Committee had the advantage of the written and oral evidence of Professor T.W. Fox, the Head of the Textile Department of the Manchester School of Technology, who has been in close relations not only with the scholars sent by the Government of India, but also with a further considerable body of Indian students since 1903.

As a rule they have come to the spinning and weaving department with fairly good practical preparation; referring to the whole body of Indian students, 42 in number, including the Government scholars, who have come into the department since 1903, Professor Fox said: "Five have been first class men, nine second classmen, and eleven third classmen, the remainder being below the average European student." Four of the first class men were Indian Government scholars, and one of them, Mr. P.N. Mehta of Bombay, "was exceptionally good and was easily the best man of his year." . . . "His position was, apart from his natural ability, due to a wide experience gained in

Indian mills before taking up the Government Scholarship." "He was the ablest Indian student who ever entered the textile department of the Manchester School."

Mr. J. Hubner, the Director of the Department for Bleaching, Dyeing, Printing and Finishing, and paper Manufacture in the Manchester School of Technology, said that among the Indian scholars he had found "some very brilliant and some very good students, together with some poor ones," and Dr. E. Knecht, the Head of the Applied Chemistry Department, stated that his impression of the Indian students has been that "on the whole they are satisfactory students."

The importance of previous practical experience before entering upon theoretical studies was strongly advocated by all the witnesses. Mr. T. Butterworth, of Massers Butterworth and Dickinson of Burnley, textile engineers, stated in his evidence that "these students would learn more during their time in the school if they were sent to a weaving shed in their own country first."

Mr. Sarabhai, mill-owner of Ahmedabad, gave it as his opinion that "it would be better if the scholars came here (to England) after receiving some practical training in India" "They should work for a couple of years in a mill in India, and then come to England".

Mr. Gurjar, one of the present Indian Government scholars, said that before coming to England the student "should have some technical education" in India so that he will not come to this country "to learn the A.B.C. of technical subjects," and that he should have some practical knowledge of the industry, serving in the mill as apprentice.

The value of previous practical experience is well illustrated in the case of Mr. Gurjar now studying finishing processes as applied to cotton cloth, at the Manchester School. He was able to discern the fundamental difference between Indian and English cloth arising from the character of the staple, and to point out that the process applied to English goods would not produce a satisfactory finish in India. Being a man of marked ability he applied the knowledge of finishing process which he has gained in the school to the special problems of Indian cloth.

Mr. Guha, another of the present Government scholars, further emphasised the importance of previous practical training,

stating that "if a student is to come here to learn textiles he should have a previous training in mills in India so that he can compare the conditions of the industry in England with those of India, and adopt the English system of Indian conditions, because everything that is applicable in English mills is not applicable to Indian mills."

Evidence was placed before the Committee that in the German Technical High Schools, notably Charlottenburg, it was now required that a student should have had at least a year's experience in a works before entering upon his technical studies.

The evidence offered throughout the inquiry emphasises the importance of a rigorous selection of the scholars in respect of the quality of their previous general education, which should at least reach the standard of Intermediate (in science) followed by a sufficient period of practical training in the industry concerned to test the mental and physical fitness of the candidate, so that he may follow him advantage the course of theoretical and practical training he would enter upon in England.

The provision made in the universities and technological schools of the United Kingdom for training in the textile industries is excellent. Spinning and weaving, and the bleaching, dyeing, finishing, and printing of cotton goods and the manufacture of silk fabrics are taught in Manchester, and the manufacture and subsequent treatment of woollen goods in Leeds. The plant in the Municipal School of Technology, Manchester, and at Leeds University (to mention only those institutions which we actually inspected) is on a works scale and the professors and instructor are in all cases themselves trained in the industries.

Professor R. Beaumont, head of the Textile Department at Leeds University, said,

"In the first place I have had quite a number of students who pass from the University direct to the works and take up some position there either in the designing room or in the management of the factory, and of course, they have what I call a living wage from the first. A number of these have come direct from school to my department, which shows that the department can qualify that type of young fellow, who has a good training and power of initiative".

Sir William Mather, whose experience as special Commissioner in the United States of America, Canada, and Russia in connection with the Royal Commission of 1883 on Technical Instruction, gives great weight to his opinion, said:

"It is necessary first to concentrate the minds of these young people upon the subjects from the theoretical side, with, of course, practice in the shops of the technical school. There is a considerable amount of practice there, so far as hand work is concerned, which is very useful to the students."

The importance of further practical training, upon the completion of the theoretical and practical studies of the schools, by subsequent experience in mills for spinning and weaving, or in the works for bleaching or dyeing and finishing or calico-printing, was the subject of much weighty evidence. Thus, Professor Fox said: "They (the students) must have practical experience in addition to the education given in the textile department." Professor Knecht stated that: "A student going from a school into a works is of no use to the works until he has been there for a certain length of time." Again, Sir Frank Forbes Adam said: "It is most important that a man looking to his future career should have practical experience and practical application of what he has learnt theoretically at school and college." Sir F. Forbes Adam was unhesitatingly of opinion that "it would be to the advantage of Indian students if a system could be devised by which they could get some of their practical experience here." . . . "The mill would be run better here in every way." Indian students should have a standard before them and know how to apply it. "If they were long enough in one of these mills and got impregnated with the methods, they could go out there and apply them."

While some of the Government scholars have occasionally secured admission to mills or works for brief periods through the good offices of the authorities of the Manchester School, in general the difficulties of getting such training in textile mills or works are at present very great, especially in regard to the subsequent treatment of the fabric which makes it marketable.

The attitude of English textile manufacturers is not altogether sympathetic. They realise that the effort to develop Indian industries cannot be stopped, but ordinarily they see no reason why they as manufacturers should be called upon to accelerate it. "It is not a business proposition", one manufacturer urged, "to come and ask me to teach somebody at my place who is going to practise what he learns in direct competition with me"; and the same gentleman said, "it is quite certain that none of the manufacturers I represent would allow an Indian student to come into their works to learn what he can with the avowed intention as soon as he got to India of practising what he had learned in direct competition with them". It must however be remembered that this exclusiveness, which is not confined to Lancashire textile concerns only, but prevails everywhere in the textile industry, refers not merely to Indian students but affects English students as well. An Indian witness went so far as to say, "I think it is more easy for us (i.e. Indians), to get into an English mill than for Englishmen themselves." This, however, was not the opinion of the manufacturers, for they mentioned as a secondary objection to the Indian student that he had no intention of remaining in the employ of the firm into whose works he proposed to enter.

It is possible to a limited extent to make arrangements through the agency of certain makers of textile machinery, for, as has been pointed out by Professor Fox, "Every textile machine-maker can see in an Indian student a possible customer, whilst every spinner and manufacturer can only see a potential competitor". In one case, however, that of the firm of Butterworth and Dickinson, loom builders of Burnley, facilities have been offered not only for entering their engineering works but also for practical training in the weaving shed attached to the works, and advantage has been taken of this privilege in several instances. There is some probability that the firm would accept a scholar for a full year on the completion of his studies at the School of Technology.

It is very doubtful whether the privileges granted to Indian scholars by German firms (in all cases machine-makers) were at all more advantageous than those granted by English machine makers, so far as actual work and experience in the mills were concerned. They had, in any case, the same purpose in view,

namely, - familiarise the student with their machines with a view to their ultimate purchase. And still less is it certain that vacation visits to the German Colour Works have resulted in any real industrial advantage which the Indian textile scholars, who were interested in dyeing, could not have gained in the laboratories of Universities or Technological Schools in this country.

Since the number of Indian scholars sent each year to this country is, after all, but small, the Committee were encouraged by Sir Frank Forbes Adam, a large exporter of Lancashire cotton goods, and by other witnesses to believe that, on representations made by the India Office, duly accredited textile students, to the number of perhaps four a year, would be granted facilities by well-established firms in one or other department of the textile industry.

We have submitted to the India Office the names of the gentlemen who have volunteered to cooperate in securing practical training for at least the Government scholars, and we believe that, with their assistance, the officer who will carry on our work will find it possible to secure for Indian textile students the experience in mills and factories which is necessary to complete their training.

As regards the grant of future scholarships for the study of spinning and weaving we recommend :

- (i) That the student should ordinarily have been educated upto the standard of the B.A. (on the Science side), or the B.Sc. Examination of an Indian University, or have gone through a complete course of training in an Indian Technical College and have obtained a diploma such as the L.T.M. (Licentiate of Textile Manufacture) of the Bombay Victoria Technical Institute;
- (ii) That the scholars should in all cases have had considerable experience in one or more Indian mills, preferably through having served in a paid position; and
- (iii) That the period of the scholarship should be extended to cover an adequate course of practical training in an English mill, subsequent to the theoretical or college course, whenever it is found possible to provide such facilities.

Bleaching and Finishing

We are fortunate enough in the course of our inquiry to secure the advice of an expert who was able to give the Committee very valuable evidence as regards the training of Indian students of bleaching and finishing processes. In the first place it was pointed out that, unlike dyeing and calico printing where highly trained chemists are essential, bleaching has been built-up largely on rule of thumb principles, and that therefore many years of actual experience, rather than a high scientific or chemical training, in the primary qualification of a really good bleacher. It was not, of course, contended that some training at a technical school was not beneficial, but it was argued that such training was a very long way from enabling a man to take a proper position in managing a bleaching business, and in support of this contention it was stated that many of the best bleachers in the trade had had no scientific training whatever.

With regard to the possibility of gaining practical experience for Indian students, the Committee were given little hope that any proposal to admit scholars to cotton bleaching and finishing works in this country would be favourably received. It was pointed out that the Lancashire bleaching trade was becoming more and more dependent upon the Indian and China markets, and that those interested in it would strongly resist any proposal to allow an Indian student to get experience in any of the works controlled by them. Another difficulty arises from the effect of different conditions upon the bleached product. We learned that it was frequently found to be impossible to produce the same class of goods at two places in this country only a few miles apart, and that it must necessarily be even more difficult to apply in India the knowledge gained in any particular works here.

We are therefore, compelled to recognise that in this branch of industry it is almost impossible for Indian students to obtain in this country anything more than the training given in Technological Colleges, and, in order that they may complete this by practical experience, efforts should be made to secure openings for a few carefully selected students in some of the more up-to-date bleach works now existing in India.

With regard to woollens the case is somewhat different, and the difficulty of obtaining practical experience is rather less acute. We have in fact received an offer from a firm of woollen dyers and finishers to take an Indian student for a year into their works, and if in the future it should be considered desirable to grant a scholarship for the study of dyeing and finishing of woollen cloth it is probable that arrangements could be made for a thoroughly practical course of training. It must, however, be remembered that this offer is, so far, an isolated one, and that the number of students for whom such facilities could be secured is probably very limited.

Dyeing

Several scholars have been awarded scholarships for the study of dyeing, usually in conjunction with some such coordinate subject as calico-printing or bleaching. The men have, on the whole, been well selected in that they have in almost all cases had some experience of Indian conditions and methods.

As regards the training in this country, we may quote Mr. Herbert Kitchen (a dyer of Leeds), as to the necessity of both theoretical and practical training: "All practice without theory is almost useless, and all theory without practice, in my opinion, is practically the same. Personally, I consider that you require the two in dyeing, whatever you may do in any other branch of trade." There is little difficulty in obtaining for our students the highest kind of theoretical training, but the problem of gaining admission to a dyeworks for the purpose of learning the practical side presents the usual difficulties. The dyers are a very conservative class, and are at great pains to guard jealously what they consider to be their secret methods. We may again quote the evidence of Mr. Kitchen to show the attitude of the dyeing trade on the point: "There are a lot of secrets in dyeing . . . science has not solved every question yet in the dyeing trade, and there are many secret methods, secret recipes and secret mixtures of colours, which, when a man has found them out either by research or accident or pure luck, he wants to reap the benefit of; he is going to keep them to himself, and he is very chary about whom he allows to come into his dye-house."

The authorities of the technological institutions are now endeavouring to overcome to some extent this difficulty with regard to practical training, by equipping their laboratories with plant or an actual works scale, and at Leeds, Bradford, and Manchester facilities now exist for a practical training, which although admittedly only a substitute for the greater advantage of working in actual dyeworks, are of considerable service to the student of dyeing. In the past, students have frequently been sent to the volunteer laboratories of German colour-making firms, but there is a consensus of opinion that the experience to be thus gained is no greater than that available in the dye-houses attached to the best technical institutions in this country. We may quote the reply of Dr. Ree, a member of the Committee of the Manchester School of Technology, to a question as to the value of such training: "Without confining myself at all to the question of the Indian students, I should say, quite broadly, that the benefits obtained are benefits to the particular concern rather than to the individuals who go there as volunteers . . . I do not see that there is any advantage to be gained as compared with the experience to be gained in a large technical institution". The value of the practical training to be obtained in the experimental dye-house of the University or laboratory of the Technical Institution, organised as they now are, is well brought out by Professor Green of Leeds University, who said:

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"you must not forget that the student can get a great deal of practical knowledge here in the Institution. We have the practical machines and we get practical men to teach. In many cases our students, although we do not claim that they are always able to do it, have left here and have taken full command in a works straight away. I have had many men who have done that. They have had the whole change of the dyeing in large works put into their hands, and have managed it well".

There is evidence to show that the value of the training in chemistry given in the universities and technological schools as a preparation for practical work in the dyeing industry is gradually becoming more widely recognised, and we think there is reason to hope that the difficulties in the way of securing

admission to dye works for a limited number of thoroughly well-qualified Indian students will not prove insuperable. We are confirmed in this view by the promise of cooperation which we received from Mr. Ivan Levinstein, the head of an important firm of aniline colour manufacturers of Manchester. We have already, in the preceding chapter, expressed our appreciation of the broad-minded view taken by Mr. Levinstein of the question in its general aspect, and it only remains to add that he supplemented his general observations by a generous offer to take into his works one or more properly qualified Indian students for practical training; it would be a condition of admission that such students should have obtained previously a thorough knowledge of chemistry by means of a full course at a university or technical school, lasting three or sometimes four years, and including, if possible, a certain amount of research work, and further, such students would be required to stay for at least two years in the works. Mr. Levinstein explained that there is a large testing dye-house attached to his firm's works, in which all fibres and fabrics are dyed and in which also research work is carried on. We consider that a practical training in such a works would be extremely valuable.

Our recommendations with regard to the grant of scholarships in dyeing are :—

- (i) that the candidate shall have had sufficient general scientific education in India to enable him to follow the specialised lectures here, i.e., that he should have read up to the standard of the B.Sc. or B.A. with science in India;
- (ii) that no scholarship shall be granted to a candidate who does not possess some knowledge of the dyeing industry as carried on in India; and
- (iii) that when it is found possible to secure admission for an Indian student to a good dye works, the period of the scholarship shall, if necessary, be extended up to five years in order to cover this practical experience.

Tanning

As regards students of tanning and leather industries, from the evidence of the experts whom we consulted it appears necessary

to divide them into two classes, viz. —

- (i) those who aim at becoming managers or owners of tanneries; and
- (ii) those who intend taking up scientific research as applied to leather industries.

There is ample evidence to show that both classes desire great benefit from a course of training in one of the technological institutions in this country which specialise in the subject. Thus Dr. Parker, Principal of the Leathersellers' Company's Technical College at Bermondsey, writes :—

“I consider that the custom of sending over state scholars to be trained in the technology of leather manufacture is excellent, and from my own experience I know that certain students who have gone through a course of training at Leeds or London have benefited materially, and that two or three have already made great progress and great improvements in the factories where they are now working in different parts of India.”

For a student of the first class it is essential that he should have what has been figuratively described to us as “tanning in the blood”, that is to say, hereditary connection with the industry. Such a man would have considerable acquaintance with Indian methods of tanning, and would thus be enabled to reap the full benefit of his training in this country.

This necessity for previous working experience is particularly emphasised by Dr. Parker: “Only one State scholar who has been through my College has had any real practical training in tanning before coming to this country. This is a great drawback and delays their studies. It would be most advantageous if they could have some training in an Indian tanyard before being sent over. I do not mean that they should necessarily learn the business, but that they should know the nature of the various skins—the difference between the skin of a calf, a goat, an ox and a cow, and so on; and that they should have some elementary knowledge of the processes of tanning”. The ideal course for these students is, as indeed is most industries, a combination of theoretical training and practical experience, but we have to

face the fact that in the leather industry there is no system of apprenticeship, such as exists in the engineering profession, and that ordinarily the owners of tanneries in this country are not prepared to afford student facilities for gaining practical experience of the industry.

This difficulty is not by any means confined to Indian students, but applies equally to English students.

In the past the difficulty has been overcome to some extent by sending scholars to the leather sellers' Company's College where the training is of an eminently practical character. Of the course there Dr. Parker says:

"We make a speciality of technical work in a model tannery where we turn out leather on more or less commercial lines. We are always tanning 4,000l. or 5,000l. worth of leather every year; therefore, they do get a practical training with me. I do not say that that practical training is as good as they would get in a works; it is on a smaller scale, but I make the students take a pack of skins, brought on the market in the hair-brought from India or anywhere else in the world-and they have to put those skins through on commercial lines and cost every process right through. The students work practically every morning from 9 till 1, and in the afternoon they are in the laboratory doing the scientific work. We are trying to work the two things-practice and theory-hand in hand".

Dr. Parker also explained how, in one respect at least, such a training had distinct advantages for Indian students over an apprenticeship in an English tannery. In the college experiments are encouraged, and conducted under expert supervision and criticism, e.g., to quote Dr. Parker's evidence:

"The student after going through the ordinary training may point out to me, 'I could not do this in India, the temperature is too great', then I let him modify things to suit the conditions. Or again, a student says he does so and so at home and I say 'All right! do it here — let me see exactly how you do it in India.' I then criticise it and find fault with it, and show how he can improve it. He would not be permitted to carry out experiments in a tannery turning

out leather for the regular market”.

Moreover, the course in the college has been supplemented by visits to works and factories during vacations, which have proved very valuable to those students who have had previous experience of Indian tanneries, and who have acquired the necessary theoretical knowledge of enable them to follow intelligently the processes in use.

In addition, it has been suggested that a period of practical training in an up-to-date Indian tannery, such as the Government factory at Cawnpore, would be an excellent method of completing the training of a Government of India leather school.

Our recommendations regarding the grant of scholarships to students of this class are —

- (i) that hereditary connection with the leather industry is desirable, and a knowledge of Indian methods is essential;
- (ii) that where these conditions are satisfied, high academic qualifications need not for the present be insisted upon; a fair knowledge of chemistry and physics, and some knowledge of mathematics will suffice; and
- (iii) that the scholarship shall be granted for three years at least, and should include visits to American and Continental tanneries, when recommended by the Professor.

If after inquiry the India Office is unable to arrange for practical training in this country, arrangements should be made for supplementing the training given here by a period of practical experience in one of the Government leather factories in India.

The qualifications to be desired in candidates of the second type are very different. Hereditary connection with the Indian leather industry, although of course advantageous, is by no means essential, but it is imperative that the candidate shall have received in India the highest scientific training possible, and also have shown considerable aptitude for research work. The ideal course for such a student would be a three-years' training at one of the best technical institutions in this country, followed by the practical training to be gained by holding a paid

position as chemist is an up-to-date tannery. That the difficulty of obtaining such a post is not insuperable is proved by the fact that in certain cases Indian students have succeeded in overcoming it, and as first-class chemists are rare, a really good man of any nationality is likely to be given a trial. Student it be found impossible to gain admission to any tannery, a student of first-class ability and scientific training would greatly benefit by spending a fourth year on post-graduate research work in the laboratory of a technical institution. Our recommendations with regard to this type of candidate are:

- (i) that the scholarship shall only be granted after the student has received the highest scientific training in India;
- (ii) that he must have shown considerable aptitude for research work;
- (iii) that the scholarship shall be tenable for four years; and
- (iv) that if the scholar be successful in gaining a paid position in the laboratory of an English tannery, his right to a free passage back to India shall be extended for a further three years.

In concluding our remarks regarding the grant of scholarships in tanning we would point out that, aiming to present conditions in India, students of the first type will necessarily predominate for some years to come, and will be by far the most useful in improving the industry in India; but as the standard of education rises the highly scientific man, who is at present rare, will become more common, and as the industry improves his usefulness will increase.

Chemical Manufacturers

As regards chemical manufacturers generally, the difficulties in the way of obtaining practical experience were clearly stated by Dr. Brielby, F.R.S., of Glasgow:

“A chemical manufacturer is a person who by years of labour and painful and expensive experience has found out a lot of information which is valuable in his manufacture

and which can very easily be carried away by anyone who has a little knowledge. I remember a man who said 'in half an hour in walking through a chemical works I could pick up what has taken a life-time to find out. Therefore, are cannot be surprised that a chemical manufacturer is extremely jealous . . . speaking as a manufacturer, we have to be extremely careful about the men we admit into our works. . . . We recognise when a man comes into our chemical works, that, as a rule, once admitted we must keep him. At least there are very few men we would care to give a few months' experience to.'

Dr. Beilly added that he did not know of any place in the United Kingdom or Germany where students studying applied chemistry could gain admission to works as apprentices; the difficulty was not peculiar to Indians, but applied equally to British students.

The only recognised method at the moment of obtaining practical experience was to enter a works as an employee, taking a post at some remuneration, however, small merely to make a beginning. This view was confirmed by Professor Cohen of Leeds who said:

"It is not quite so much the actual obtaining of positions but the sort of apprenticeship required which is the difficulty. I mean that where a man does not want to tie himself to remain on, but where he wants to get practical experience and go somewhere else when he has got it, - that is what the manufacturers do not like. They do not mind having a man in their employ whom perhaps they will have to train, provided they can get something back after he has got through his training, but they do object, and it is natural in a way, to take people on their premises who are merely coming to learn without any idea of giving anything back when they have learnt it."

We may also quote Professor Green of Leeds University:

"As a rule our students on leaving here can easily get employment straight away, and at a very decent salary. Students who, if they offered themselves for

nothing, would not be taken on, very often get taken on at a salary, because people do not want to be bothered by a man who is known not to be joining to stay. They do not mind paying a salary to a man who ultimately may be of use to them, even if he is not of much use to them to begin with, and they anticipate that a young fellow will not be of very much assistance the first year or so. But they expect him to stay, and they pay him a living wage, at least, to start with."

These opinions have also been confirmed by the experience of the single Government scholar who has so far come to this country for the study of alkali manufacture, for it has been found impossible to secure for him admission to any works. As regards theoretical training, we have evidence that there are ample facilities for obtaining the highest form of scientific training in this country, and from the extracts quoted above it will be seen that a student who has been through the University course is capable of filling a paid post in a works; but in view of the present dearth of chemical manufacturing works in India, it is very doubtful whether Indian industries will benefit sufficiently from the sending of students to this country for the study of chemical manufacturers to justify the outlay necessary, and it is for consideration whether the Indian Institute of Science at Bangalore, and other institutions which may shortly be established in India, do not for the present afford sufficient facilities for the training of as many students as are likely to find employment in this branch of applied chemistry. In any case we consider that before any scholarship is granted for the study of a special branch of chemical manufacture, inquiry should be made as to the facilities available for giving the student a complete training in this country, and at the same time full particulars should be given of his qualifications and his prospects of obtaining suitable employment on return.

Conclusion

Our general conclusion may be stated as follows :— The results attained so far justify the continuation of the system of Government Technical Scholarships, and, with the modifications

which we have suggested, the system may be expected to yield even better results in the future, but this expensive form of training at public cost should only be given to a well chosen few who may reasonably be expected to help the industrial development of India. We recognise that the openings for such men are not at present numerous, and that the most urgent demand of Indian industry at present is for skilled mechanics, and we are in complete sympathy with the efforts now being made for giving in India a better training to men of that class. But the necessity for educating the artisan does not preclude the desirability of having a limited number of men with the highest technological training, capable of holding posts of control. Both classes are needed for the development of Indian industry, and opportunities for the improvement of both should be given simultaneously.



DELHI TOWN PLANNING COMMITTEE FINAL ON THE TOWN PLANNING OF THE NEW IMPERIAL CAPITAL, 1912 — REPORT¹

JUNE 13, 1912

Chairman Mr. George S.C. Swinton
Member Mr. John A. Brodie; Mr. Edwin L. Lutyens.

Appointments

The Delhi Town Planning Committee was constituted under the Government of India on 13th June, 1912.

Terms of Reference

For choosing a site for the new capital.

Contents

Preliminary; A Special Report on the North Site; Principles to be kept in view; Description of the South Site; Description of the Lay-out; Recommendations in Regard to the Treatment of Special Points (Water-supply and irrigation; Storm water drainage; Sewage system and Refuse Destruction; Communi-cations; Parks and open spaces; Arboriculture; River treatment and Water effect; Development and control); the newly appointed Committee who will carry out the construction; Maps and Plans; The help which the Committee have received; Plate and Maps.

Recommendations

Water Supply and Irrigation

A healthy and beautiful city in the vicinity of Delhi must depend very largely on the provision of an abundant water-supply for domestic, sanitary and irrigational purposes.

1. Superintendent, Government Printing, Delhi, 1913, 19p + plates & Maps

A trial deep boring is not however, an expensive matter, bearing in mind the importance of this subject, and valuable information might be obtained by such an experiment.

The best source of supply hitherto investigated is that from the river Jamuna close above Delhi, and it is recommended that the domestic water supply for the new city should be obtained from this source.

As the conditions, connected with the supply of domestic water, differ from those relating to water for irrigation purposes, it has been found necessary to recommend pumping stations at separate situations.

For the purpose of domestic supply it is recommended that the pumping station and intake works should be at the northern end of the ridge above the village of Wazirabad.

As at present arranged, the outfalls from the drainage of the Barari plain and the Najafgarh jhil drain might occasionally give cause for alarm; but these outfalls can quite easily be transferred to a point south of Wazirabad, where the line of a former mile race is still visible, passing under an old stone bridge near the mosque. This could be depend and improve so as to provide a satisfactory outlet for these drains well down stream from the proposed intake; and in this may any reasonable cause for complaint would be avoided.

From the pumping station it is proposed to deliver the water, after settlement and filtration, to a reservoir on the ridge somewhere near the point marked 865 feet west of Talkatora garden: the rising main will be utilized also for purposes of distribution, so that the reservoir may be used both for storage and for balancing purposes.

Centrifugal pumps should be used for the low lift from the river, and pumps driven by engines of the direct triple expansion type for the high lift to the reservoir.

From the pumping station it is proposed to deliver the water through rising mains at a velocity of about 3 feet a second to two reservoirs situated at a level of 750 on the base of the ridge near the villages of Malcha and Kalali ka Bagh respectively. The reservoirs in the case of the irrigation water need not be covered.

Pumps driven by engines of the direct acting triple expansion type and recommended for the irrigation water supply.

The rising mains should in each case form a portion of the distributing system so that the greatest economy both in the cost of pipes and pumping may be attained.

Storm Water Drainage

With the object of reducing velocity to an average of 5 feet per second notched weirs will be provided at suitable situations and in this way the cost of stone pitching may be avoided except in the neighbourhood of closely built areas.

Whilst it is recommended that the sewer outfall should be taken eastwards to the river below Indrapat, the storm water outfall should follow the existing natural nulla which enters the river under the Bara Pula Bridge near Kilokri. This *nulla* ultimately must be brought to a regular section and straightened where necessary.

Sewage System and Refuse Destruction

The natural surface gradients of the area proposed as the site of the new city are well arranged for the construction of a sewage system. Ample land of a suitable character for sewage disposal can be obtained to which both the sewage from the new city area and also that from the old city can be delivered without pumping.

At the upper end of each branch sewer it will be necessary to provide automatic flushing chambers.

It is recommended that all drains and sewers within the new city without exception should be maintained at the cost of the public body. Their initial construction of course should be arranged for in accordance with regulations drafted so as to provide for this being carried out in the best possible manner.

The whole of the sewage without exception should be water-borne and the drainage from houses, buildings and compounds generally should be arranged on the separate system.

The roof water from the buildings, as well as all both and other boiled water, should be taken into the house drains to assist in flushing the sewers.

The regular flushing of all house drains is a matter which should receive special attention.

It may be suggested that a refuse destructor should be

erected for disposing of the refuse of the new city. The refuse, however, from such an area will be found somewhat difficult to dispose of by burning as owing to the small proportion of combustible material, and the large proportion of vegetable and other damp matter, it will be difficult in working the destructor to maintain a high temperature in the cells. This will lead to complaints. It is better on the whole to dispose of refuse in New Delhi by removing it to the country in quick moving vehicles, and using it therefore agricultural purposes.

Communications

The construction of the new capital at Delhi will necessitate the provision of additional railway facilities. The railway stations, as now situated, are badly placed for Delhi as it now exists, and are most inconveniently located to save the area on which the new capital will be built, as well as the new cantonment and the anticipated expansion of the old Sadar Bazar and Pahargunj.

It is imperative that a complete scheme of railway arrangements designed to serve the whole of the capital, both old and new should be an essential feature of the lay-out of the Imperial City and this important matter should not be left to be settled when it is too late to deal with it.

The Committee are of opinion that the opportunity should not be missed of dealing with the area lying between the city walls and the suburb of Sadar Bazar and Paharganj in a comprehensive manner which will guarantee to the railway the land necessary for much improved accommodation in this neighbourhood. This will in the future be a very important area from both the railway and the municipal point of view, and advantage should be taken of the changes to obtain much more efficient means of communication by road to and from the city across the line of those districts in which the natural expansion of the old city is most likely to take place, i.e., to the west and south of the Sadar Bazar. Two main roads not less in width than 100 feet should also be provided between the Civil Lines and the site of the new city, one adjoining the city walls and connecting at its north end with the Rajpur road, and the other on the western side of the railway between the Mithai Bridge and the Paharganj Suburb.

The carriage way surface should in every case in this new city be finished in an impervious material of the cheaper asphaltic character now much used in England on roads of the best class. The Committee strongly recommend that experiments be made with some selected specifications, notes of which have been given to the Chief Engineer, with the object of ascertaining by practical experience the most suitable mixtures for the locality.

When new roads are being constructed with water-proof surfaces it will generally be found advisable not to finish the asphaltic surface until the road foundations and filling has had time for consolidation under traffic. Repairs and patches due to sinkages or other causes are much more noticeable in waterproof surfaces.

Steps should be taken in connection with all roads and other open space surfaces to trap and retain dust as much as possible, and it is thought that this object might be assisted by the lowering of the grass margin adjoining roadways and footways a little below the neighbouring surfaces. With wide grass strips and lines of well-irrigated trees, the amount of heat radiated from the road surfaces can be much reduced.

The most satisfactory method of lighting the roads will be by lamps suspended across the roadways between columns, which should be concealed as much as possible by being erected out of the way in the lines of trees.

If a demand for tramways arises in the future, the roads are of ample width to accommodate them.

Parks and Open Spaces

Every effort must be made to ensure that the parks are a real feature. All over greater Delhi there is ample space for large parks and smaller recreation grounds of very description. Once trees have been planted and can be given a certain amount of water, some of these parks may be left for many years in a wild state, requiring no costly upkeep, forming an area which will be dustless and pleasant to the eye and always available for expansion.

The Kudsia and Roshanara Gardens and indeed all the amenities of the northern site should also be jealously preserved.

Arboriculture

In all countries there is a tendency to increase the number of trees and gardens in towns, and in Delhi, where trees give rest to the eye and assist in dissipating heat radiation and are quick in growth with irrigation, the approve station of parks and compounds is likely to proceed space. This must, however, advance on judicious lines and thought must be exercised to preserve lines of view, and not to conceal intended architectural effects. The general tree effects in New Delhi, it may be safely anticipated, will be very fine: the danger is that they may be obtained to the elimination of nearly all other effects.

River Treatment and Water Effect

The river below the railway bridge would be trained towards the city walls by means of grayness on the east side until the channel becomes parallel to the walls, and remains at a distance of about 300 yards from them.

The Bela would be raised to a level above the permanent lake level, and given a fall for the drainage of the surface towards the river.

The east side of the river where the land is low could be raised by the deposits from flood waters and the edge could be embarked above high flood level and planted with trees.

Development and Control

The limits of the land now being acquired for the new city end near Safdar Jung's mausoleum. If the land beyond this remains uncontrolled it requires no great feat of imagination to predict that 50 years hence the expansion of the new capital in that direction may have become outflanked by the presence of numerous insanitary, but expensive, suburbs of the Paharganj type. The situation on the edge of the new cantonments and at the base of the new city is one where such a development might reasonably be expected to take place as a most ordinary expression of evolution.

DELHI TOWN PLANNING COMMITTEE ON THE POSSIBILITY OF BUILDING THE IMPERIAL CAPITAL ON THE NORTH SIDE, 1912 — REPORT¹

JUNE 13, 1912

Chairman Mr. George S.C. Swinton
Members Mr. John A. Brodie; Mr. Edwin L. Lutyens.

Appointment

The Delhi Town Planning Committee was constituted by His Excellency the Viceroy and Governor-General of India on 13th June, 1912.

Terms of Reference

To choose a site for the New Imperial Capital on the north side at Delhi.

Contents

The previous consideration of the North Site by the Committee; Revival of Interest in the North Site; Reason for Reconsideration of the North Site; The possibility of reducing the area required for the new city; The area available for the New City on the North Site (Area subject to flood; Area irrigated by the Western Jumna Canal; The Civil Lines; The Bela); Special Points in Connection with the North Site [Cost and result of purchase of Civil Lines; Difficulties about the treatment of areas west of the ridge (The Najafgarh Drain; law-bying land; Sewage disposal)]; General points in connection with the North Site (The question of room for expansion more vital than ephemeral amenities; The initial cost of the ground; The provision for cantonments;

1. Superintendent, Government Printing, Delhi, 1913, 199p. + 4 Appendices Plates & Maps.

The provision of land for recreation; The narrowing of ideals]; Planning on the North Site (Scenic aspect from the North Ridge); Comparison of cost of a city on the North Site with a city on the South Site; A Brief Discussion of Sir Bradford Leslie's scheme; Conclusions in Regard to the North Site; Appendices; Map.

Recommendations

The advantages and disadvantages of the north and south sites may now be finally considered. On the north site there are the associations of 1857, of the Durbars and of the Commemorative Stones laid by Their Imperial Majesties. Proximity to the river and the Ridge give certain scenic advantages. In the winter months the site is generally upwind of the present city. It is also up stream. There are the temporary amenities of proximity to a shopping area, a railway station and existing recreation grounds. It is apparently nearer to the present city of Delhi. It is at present used as a residence by an existing permanent population and by the camp offices of the Government of India in the cold weather; its adaptation to be the permanent seat of the Government of India is therefore not beyond the limits of possibility. There are some roads, bungalows and trees on the area already. The Committee freely admit the great architectural possibilities in the site provided the area required can be restricted to three square miles and there is no lack of money to be spent.

• In the first place, in order to fit the city on to this area at all, the areas allotted by the Government of India for each item in the city have to be cut down, and certain items have to be excluded entirely. This is beginning town planning at the wrong end, when equally suitable sites are available elsewhere. The site should be chosen to fit the requirements, and not the requirements modified to suit the site. By adopting the south site, the heritages of the memories of 1857 and the Durbars are not lost to us. The new city on that site however goes back further and gathers the strands of many centuries and empires into the new imperial whole. The scenic effects of the Ridge and River can be secured on the south side also. The Ridge can be afforested there and a wild park made where the view will not be spoilt by the smoky vistas of Sabzi Mandi. A water effect can

be afforded there at less cost and without sanitary drawbacks. It is to be remembered that all the fine monuments of the Delhi of the past are to be South. During the period of the residence of the Government of India the site to the south is sheltered from the cold weather winds and for enough from the Ridge in the warmer months to escape the radiation of heat. On the north, half the site is exposed to the north and north-west winds of the winter and the rest is too near the Ridge for comfort in the heats of the autumn and spring. The remarks about sewage disposal on the north site show that the upstream position of the city is a positive disadvantage. The temporary amenities of the northern site would mostly disappear in the process of reconstruction. Better trees and better gardens can be made on the southern site. The work of construction on the southern site can proceed without disturbance to the present population of Civil Lines or the temporary residents from the Government of India. The Government House on the southern site may actually be nearer the Jama Masjid, which may be taken as the centre of Delhi, than when located on the north site. The distance of the nearest edge of new Delhi to old Delhi on either site will be the same. The southern site is already healthy and has healthy surrounding. The northern site even after expenditure on sanitary requirements will never be satisfactory. If the northern site is to be made healthy, this involves going outside the site itself and making the neighbourhood healthy also. There is no really suitable healthy site for a cantonment in proximity to a city on the northern site. The exigencies of fitting in the requirements to the limited area of the northern site endanger the success of a layout as a whole and tend to make for cramping and bad arrangement. The result of placing a city on the northern site appears to the Committee to be the creation of a bad example in place of a good one.

On the north, once she overlaps a limited area, the land becomes more costly to buy or to treat, worse in soil and less healthy.

The northern site is too small and too cramped, and that a worthy city cannot be safely fitted upon it at all, far less provided with ground over which to expand, without including some land which will be very costly to buy and much land which

will be very costly to make healthy, even if so sour and poor a soil can ever be made really healthy.

When there is a better, cheaper and healthier site conveniently at hand it is out of the question to advise the Government of India to select this northern area for the site of the Imperial Capital.



COMMISSION ON THE CONDITION OF INDIAN IMMIGRANTS IN THE FOUR BRITISH COLONIES: TRINIDAD, BRITISH GULANA OF DEMERARA, JAMAICA AND FIJI AND IN THE DUTCH COLONY OF SURINAM OR DUTCH GULANA, 1912 — REPORT¹

MAY 17, 1912 and AUGUST 1, 1912

Chairman Mr. J. McNeill
Member Mr. Chimman Lal

Appointment

The commission was constituted vide Despatch from Secretary of State No. 83 dated 17th May, 1912 and Despatch to Secretary of State, No. 45 dated August, 1912.

Terms of Reference

- (1) The housing of the labourers and the sanitary condition in which they live.
- (2) The adequacy of medical arrangements. In this connection the birth and death rate should be examined.
- (3) Whether tasks are moderate, hours of work suitable and wages adequate. A comparison should be made between the earnings of indentured labourers and those of free labourers, taking into account the advantages derived by the former in the matter of free quarters, medical attendance, etc.
- (4) Whether the administration of Justice is fairly conducted and whether labourers meet with any difficulties in prosecuting employers or defending themselves. Whether

1. Simla, Government Central Press, 1914, in two parts.
Part I—Trinidad and British Guiana, 327 p.
Part II—Surinam, Jamaica, Fiji and General Remark, 334 p.

the penalties imposed by the labour laws are in any case excessive or unsuitable.

- (5) Whether labourers are subjected to undue restrictions, outside working hours, in visiting their friends or places outside their estates, and whether they enjoy sufficient facilities for proceeding to the protector of Immigrants or to the Magistrate to lodge complaints.
- (6) Relations generally between employers and labourers.
- (7) Whether repatriations are promptly made and whether immigrants experience any difficulty in obtaining repatriation.
- (8) Whether facilities are afforded to Indian labourers in the performance of marriage or other ceremonies and in the observance of their religious rites and festivals.

In addition to the general questions enumerated above special consideration should be given to the following subjects :

- (a) *The Excessive Number of Prosecutions of Labourers by Employers*: It should in particular be considered whether the special measures that are taken in the different colonies to reduce the number of prosecutions are adequate or what further measures can be suggested. In this connection the desirability of repealing the laws in Trinidad and British Guiana which make the prosecution of deserters obligatory should also be considered.
- (b) *The Position of the Protector of Immigrants* : Enquiry should be made whether this officer performs his duties satisfactorily and whether the inspectoral staff is sufficient.
- (c) *The Terms of Agreement which the Emigrant is Required to Sign*: It should be ascertained whether the labourers sufficiently understand the condition of service before they leave India.
- (d) The use or abuse of the power conferred on employers and police officers by the labour laws to arrest labourers found away from the estates.
- (e) *The Position of Free Indians* : It should in particular be considered whether they receive equal treatment with the rest of the population of the colony and whether

there is sufficient employment open to them. In this connection attention should be paid to the question of the grant of land to Indians on the expiration of their period of indenture. It should be ascertained whether land is generally available for all labourers who wish to settle in the colony and what extra facilities in this direction can be recommended. Another matter which should be considered is whether in Jamaica the employment of free Indians is checked by Section 13 of the Immigration Act of 1891 which requires the payment by employers of Is. a week to the protector every free labourer employed by him who has not completed a continuous residence of ten years in colony.

- (f) Are adequate facilities afforded to emigrants to carry on correspondence with their friends and relatives in India?
- (g) Are sufficient facilities afforded for the education of Indian Children?
- (h) *Female Indenture* : Enquiry should be made as to the working of the system in force in Trinidad and British Guiana under which women are indentured for 5 years but are required to work for 3 years only. If the system is found to be unsatisfactory, it should be considered whether the best solution would be to retain the same period for both sexes, but to relieve women from the obligation to labour for any part of the period.
- (i) *Suicides and Immorality of the Estates* : The allegations made to the effect that the large number of suicides and the Prevalence of immorality on the estates are due to the indenture system should be enquired into.

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Part I :

Forwarding Letter; Brief account of tour; Scope and Method of Enquiry;

Trinidad Report: Housing and Sanitary Conditions; Medical Arrangements; Tasks, hours of Work and Wages; Judicial Administration and Penal Clauses of the Ordinance;

(a) Restrictions on Movements of labourers and facilities for lodging complaints; (b) facilities for performing marriages and other ceremonies; Suggestion regarding other provisions of the ordinance; Relations between employer and labourers; Repatriation; Protector of Immigrants and Inspecting Staff; Free Indians; Education; Appendices from 1 to 6.

British Guiana (Report) : Housing of Labourers; Medical Arrangements, Births and Death Rate; Task, Hours and Wages; Administration of Justice etc.; Provisions of the Ordinance; Facilities for (a) lodging complaints; (b) meeting friends, (c) celebrating festivals; Relations between employers and labourers; Repatriation; Staff of the Immigration Department; Free Indians; Education; Appendices from 7 to 18.

Part II :

Surinam (Report) : Housing of Labourers; Medical Arrangements; Tasks, Hours and Wages; Administration of Justice and Provisions of the Ordinance; Facilities for (a) meeting friends, (b) for lodging complaints, and (c) for celebrating marriages and religious ceremonies; Relations between employers and labourers; Repatriation; Immigration Department; Free Indians; Education; Appendices from 1 to 28.

Jamiaca (Report) : Housing of Immigrants; Medical Arrangements; Tasks, Hours and Wages; Administration of Justices Provisions of the Ordinance; Relation between employers and labourers; Facilities for (a) lodging complaints, (b) meeting friends, and (c) celebrating festivals; Repatriation; The Protector and Staff; Free Indians; Education; Appendices from 29 to 34 (a).

Fiji (Report) : Housing of Labourers; Medical Arrangements; Tasks, Hours and Wages; Administration of Justice and penal clauses of the Ordinance; Other Provisions of the Ordinance; Facilities for (a) lodging complaints, (b) visiting friends, and (c) performing religious ceremonies; Relations of employers and labourers; Repatriation; Staff of the Immigration Department; Free Indians; Education; Appendices from 35 to 45(b).

General (Report) : Facilities for corresponding with relatives in India; Terms of Agreement, Indentured Women; Suicides and Immortality on estates; Wages Returns; Summary; Appendices from 46 and A to C(e).

Recommendations

Facilities for corresponding with relatives in India

In all colonies facilities are afforded to emigrants for corresponding with friends or relatives in India or elsewhere. At the office of the Protector of Immigrants or Agent General as well as at the office of each Inspector or Divisional Agent assistance in addressing or despatching both letters and remittances is freely and constantly given. We have seen an officer on tour halt and accept letters from labourers by the roadside, note the address, and arrange to have each letter enclosed in a stout and legibly addressed envelope and posted. It was not an accident but part of an understood system. Envelopes were specially prepared with the word 'Village', 'Thana', 'Tehsil' and 'District' printed on the cover, a blank space being left opposite each. The delivery of three or four letters occupied about a minute. A few inquiries about the immigrants' well-being occupied about another minute, and the labourers returned to their work in the adjoining field. Emigrants who do not receive replies to letters or private acknowledgments of remittances habitually go to officers of the Immigration Department who endeavour to clear the matter up through the emigration agencies in India. Illiterate immigrants whether on estates or settlements in towns or villages can get their letters written without any difficulty. The only obstacle to writing is a feeling of shame on the part of those who have not remitted money. Many men whom we questioned about their communications with relatives stated that they did not like to write unless they also sent money-orders. After our arrival in India we were informed that the largest employer of indentured immigrants in Fiji was arranging not only to have letters written *gratis* for labourers but to defray the postage to India. It might be well if all employers urged on their labourers to

send with their letters an addressed envelope for the reply from India. Many immigrants told us sorrowfully that their letters were not answered.

For the four West Indian Colonies arrangements were made some years ago by which certificates of payment of money orders in India were forwarded by the Indian Post Office to the colonial remitter, i.e., the Indian emigrant, on payment of a fee of 2 annas (two pence). The same arrangement has recently been entered into with the Government of Fiji.

We were specially struck with the Surinam arrangements. The Immigration Department of that colony transmits a large number of letters, in recent years averaging 1,000 yearly, free of cost, and a poor and illiterate Indian need only dictate his letter. Though the actual amount of assistance given varies from colony to colony in all it is substantial, and its money value is not its most important aspect. This practical recognition of the immigrants' moral claim to sympathetic assistance in his private needs and difficulties is productive of much goodwill.

Terms of agreement

Labourers emigrating sign an agreement form on the reverse of which the conditions of service are summarised. All important matters with one exception are mentioned. No reference is made to the sanction by which the observance of conditions is enforced. The agreement does not state that refusal to work, unlawful absence, etc., are punishable by fine or imprisonment on conviction by a Magistrate. This liability should of course be clearly stated. The omission was referred to by labourers in the colonies, and while it is doubtful if penal clauses of the Ordinance were in fact so unexpected as they were sometimes represented to be, it is certain that the absence of any specific mention of these clauses in agreements is cherished as a grievance. In the Calcutta depot probably every batch of emigrants includes a number of persons, men and women, re-emigrating. In up-country collecting depots the recruits include such persons frequently. They mingle with the others for many days and are not likely to deny themselves the privilege of airing their own experiences as veterans. We visited four of the largest collecting centres in the United Provinces and two in the Madras

Presidency. We questioned recruits regarding the conditions of service in the colonies, and especially about penalties for breach of agreement and about cost of living. We were surprised that so many were well informed on these as well as other points. The remainder seemed to be not merely ignorant but indifferent, and while none of the ignorant betrayed surprise or dissatisfaction at being enlightened on these matters the majority seemed anxious to explain that their conduct would be too meritorious to deserve any kind of punishment. Failure to refer to the penal clauses expose the system of recruitment to justifiable criticism but does not apparently result in recruits being obtained who would be unwilling to emigrate if the omission were supplied. If our proposals regarding previous sanction to prosecutions and disposal of complaints by Inspectors meet with approval this part of the disciplinary system should also be recited in the conditions of service.

So far as we could ascertain each recruit in up-country depots had the printed conditions of service read over and explained. Registering officers not only question recruits when brought before them but visit sub-depots at intervals and question recruits found in them. Again in Calcutta and Madras the Protectors question recruits on arrival at the main depot. While it would probably be untrue to state that each individual recruit has all the conditions fully and clearly fixed in his mind it is undoubtedly true that a good deal of trouble is taken to make matters clear and that where ignorance or misapprehension exists it is due to obtuseness and indifference on the part of recruits and not to systematic deceit. In up country depots a batch of recruits may usually be divided into three classes, those who will ask intelligent questions about the conditions those who will not ask questions but will listen with interest to the answers given to others, and those who regard questions and answers with stolid indifference. In one class of cases we think deceit affected the recruits' willingness to emigrate. The cases were not numerous and the individuals were literate men of non-agricultural castes. We were told by such men in more than one colony that recruiters had promised work other than agricultural work, but the promise was coupled with an injunction to say nothing about this to the local registering officer or to any higher officer in Calcutta. They were recommended to give false

names and castes and describe themselves as labourers, and were assured that their intelligence and ability to read and write would ensure them superior employment in the colony almost immediately. These emigrants accordingly made on three occasions untrue statements to the registering officer, the Emigration Agent, and the Protector of Emigrants. They went to the colony and found that manual labour was required. As a matter of fact, though the recruiter is unlikely to have known it, emigrants have from time to time had there indentures cancelled and been given special employment, and a few indentured labourers are given employment in hospitals, offices, etc. The persons so deceived were naturally aggrieved, but it is fair to the system in operation to recognise that the recruiter's deceit would have been ineffective but for the untruthfulness and dishonesty of the person deceived. The colonies and the emigration officers want only genuine manual labourers and try to exclude all others. An examination of the hands of recruits is carried out systematically, but even this test can be evaded. It might be well to affix in up country sub-information including a warning against irresponsible promises of any work but agricultural labour. Quite apart from the question of deceit, men who cannot or will not work with their hands were not wanted. Where the density of population is from 700 to 900 per square mile and agricultural labourers earn a bare subsistence without hope to betterment a true statement of an emigrant's prospects may safely be relied upon.

While on the subject of recruitment it may not be out of place to advert to the complaint of employers that most shipments included men who were physically unfit for agricultural work. We were shown men who certainly looked unpromising and were stated to be useless. A few rejections occur on the arrival of each ship in a colony, those rejected being repatriated as soon as possible. We inquired regarding the tests applied in India, and had existing methods been invariably practised in the past unfit men could hardly escape elimination. No man who is obviously unsound can pass the medical tests and in the dépôt registers summary rejections by the Emigration Officer on the ground of generally defective physique are recorded. What seems to have occurred is that in year when employment is

obtainable near recruiting centres and fewer recruits are available the standard is lowered as regards general physique. Men who are known to be organically unsound are never passed. It would appear that formerly in Madras physical tests were less strict than in Calcutta. It is in every way desirable to maintain a high standard of physical fitness. Men of good physique will earn good wages and may easily become prosperous settlers. Weedy men will do little more than maintain themselves and their grumbling is infectious.

We think that the emigration agencies would do well to repatriate and employ experimentally as recruiters a few emigrants who had recently completed their indentured service. These men should be sent back to their own districts on a small fixed salary *plus* a small bonus per approved recruit, a further sum of a few hundred rupees being paid to them after ten years of good work. Only industrious men who had worked steadily in a colony should be employed and their field of operations should be separate from that of the existing recruiters. They could answer all questions put to them by recruits or by any one else interested in their work. They would begin with a clean record, would be slow to forfeit their employment by misconduct, and would have a reward to hope for after a reasonable period of work besides a stimulus to activity while employed. They would not merely hang about the centres to which the unemployed drift but could go to find recruits. They would hold up their heads and rely on nothing but the truth. At least one recruiter now employed in the United Provinces had grown up and been educated in Jamaica before his parents returned to India, and on short acquaintance he compared favourably with any other recruiter. The recruiters now employed are generally disliked and distrusted and their knowledge is obviously second hand. An intelligent man who had himself worked in a colony, knew what industrious men might expect, and could give proofs of what he said, would inspire more confidence.

The existing forms of agreement are polyglot. It would be better to have forms printed in English and one other language. For each emigrant the form printed in the language understood by him would be used. Notices in depots might be polyglot.

Indentured Women

The system of restricting the industrial service of women under indenture to three years out of the five years of indentured residence is a matter about which there is much diversity of opinion. On the whole we think that it is rather less than more advantageous. It was recommended by Surgeon Major Comyn twenty years ago in the expectation that it would induce more women of a respectable class to emigrate. The class of women does not seem to have been affected. Some managers think that both men and women are more contented if the woman is free of all obligation to work after three years. Others think that a woman who is not occupied otherwise than in cooking her husband's food is more likely to get into mischief, and several stated that men have privately asked that women should be sent out to work. So far as we could ascertain employers are not particularly anxious that women should work provided that they are properly maintained and absence from work does not merely mean exposure to temptation and possibility of serious trouble. Even during the first three years a woman who is known to be safely and usefully employed at home will not be sent out to the field. The women who come out consist as to one-third of married women who accompany their husbands, the remainder being mostly widows and women who have run away from their husbands or been put away by them. A small percentage are ordinary prostitutes. Of the women who emigrate otherwise than with their husbands or parents the great majority are not, as they are frequently represented to be, shamelessly immoral. They are women who have got into trouble and apparently emigrate to escape from the life of promiscuous prostitution which seems to be the alternative to emigration. It is obviously difficult to elicit from the women themselves a full and frank account of their antecedents. But what appears to be true as regards a substantial number is that they ran away from home alone or accompanied by someone by whom they were abandoned, that they drifted into one of the large recruiting centres, and after a time were picked up by the recruiter. The recruiter is represented to have pictured to them a condition under which they could both earn good wages and begin domestic life afresh. The recruiter is sometime regarded in India as a

man who habitually tempts women to leave their homes. The statements made to us by women do not bear out that view. He picks up his recruits in the towns to which women immigrate from rural areas where recruiters seldom appear. In our visits to depots we have found that registering officers are not backward in exercising the discretionary power conferred on them by Section 31(2) of the Indian Emigration Act as regards postponing the registration of women recruits whom they believe to be married. The great majority of the unmarried women cohabit with one man and remain with him. The union is sometimes but rarely legalised by marriage. On large estates there are always some women of notoriously lax morals, and there are of course a considerable number of unmarried men. The risk in allowing women to absent themselves from work is that both married women and those who would otherwise remain loyal to an irregular union are more likely to be tempted by these men. Experience shows that the authority of husband or protector is not always able to overcome a woman's disinclination to work, and even apart from possible temptations from outside it is frequently better for all parties that this authority should be reinforced. What would be much more beneficial than permitting women to absent themselves from work after three years is the adoption of another proposal made by Surgeon-Major Comyn, namely, that during advanced pregnancy and after child birth a woman should be entitled both to remain idle and to receive free rations or diet ordered by a medical officer. The whole period should be not less than four months and might advantageously extend to six months. There is on and off estates a considerable mortality among children under one year. Exact figures were not obtainable, and though the corresponding mortality in other sections of the community in the West Indies is possibly higher, it is likely that the grant of free rations would contribute to an improvement. In the Trinidad Indian community generally the proportion of still-births is very high. A woman is never compelled by her employer to work when she is pregnant or has been recently delivered, but unless her husband is an exceptionally good worker her earnings will be a consideration, and she may easily continue too long at work before delivery and recommence work too soon afterwards. Another obvious risk is that the birth-rate may be artificially

checked if bearing children is expensive. We strongly urge that this proposal should be adopted. It would be for the Colonial Government to decide if the cost should fall wholly on the estate or wholly on the Immigration Fund or partly on each. The third course seems most equitable. It may also be convenient to recommend here the universal adoption of a measure which is systematically adopted in Fiji and Surinam and has been tried sporadically in other colonies. This is the maintenance on each estate of a regular nursery in charge of one or more women. This ensures that whether mothers do not work, do light work, or do a full day's work small children are well cared for. They are properly fed, and articles of food such as milk, etc., which are easily contaminated, can be kept in insect-proof cupboards away from dust. If the number of children under four years of age exceeds five a nursery should be provided.

As regards the class of women recruited we think that an improvement could be affected. The employment of returned immigrants as recruiters should contribute to the recruitment of a larger percentage of married persons. We were at first disposed to recommend that the proportion of *adult* women to men be increased from 40 to 50 per cent in order to reduce the disproportion between the sexes. An increase to 100 per cent may seem at first sight suitable but becomes less attractive on consideration. The majority of young men go out with the intention of saving the remitting money and returning to their insistence on a parity between the sexes would be anything but a gain to morality. The additional women would almost all be disreputable. There are in Trinidad now in round figures 1,20,000 Indians of whom 50,000 are females and 70,000 males. The figures in British Guiana are almost the same, the exact proportion being 100 males to 73 females. An immigrant who wants to marry in these colonies can find a wife. If all the unmarried women are deducted from the numbers emigrating the diminution in the total female population is slight and becomes yearly less noticeable. In the other colonies the proportion of males to females is approximately 2 to 1, but the discrepancy is decreasing. We think that it would be better to modify the rule which requires that for each 100 men to 40 women over ten years of age be shipped. There need in our opinion be no minimum limit of age and the percentage of

females to males should be raised to 50. Under the existing rule recruiters must accept such women as they can get. As young girl children do not count towards the percentage and is all ineffective are costly to emigrate and to maintain on an estate, single women are now in more demand than a family including small girl children. If young girls count towards the percentage a married couple with two or more girl children will be very desirable recruits. There will be no need to recruit disreputable women and in a very short time the disproportion between adult men and women will be further reduced. There would soon be a substantial and steady increase in the number of marriageable women, while the professional prostitute would tend to disappear. There need be no fear that girls will not find husbands. Industrious men marrying in the first four years of their indentures might be entitled to an advance not exceeding £3 recoverable in instalments of a shilling per week. On estates the married quarters should be fenced off. The married quarters would be 'out of bounds' for the single men, and the conditions of life need occasion no special anxiety as regards morality. The recruiter responsible for recruiting married couples or girls with their parents should be rewarded. Whatever methods may be adopted for recruitment it would be for the emigration officers of the colony to satisfy the Government of India that both methods and results were satisfactory. We recommend that the question of re-extending the industrial period of women's indentures to five years be left to the colonial authorities. It is possible that even a desirable change, merely because it is a change, may give rise to more trouble than the anticipated advantages would justify. The other measures recommended might be tried first. It will be remembered that we have purposed a system of rewards for well behaved people in the later years of their indentures, and its adoption will enable employers to discourage reprehensible idleness among women.

Suicides and Immorality on Estates

In Trinidad particulars of suicides among the indentured are not given either in the Protector's annual report or in the separate annual return of mortality on estates. Apparently no report regarding the occurrence of a suicide is received by the

Protector, and the causes assigned for these suicides are not recorded in his office. In the annual report on vital statistics suicides among Indians are included in the general figures. The Registrar General was, however, good enough to have the original record searched for ten years and communicated the number of suicides amongst Indians as shown in Table 1.

Table 1

Year	No.
1903-04	4
1904-05	11
1905-06	19
1906-07	15
1907-08	19
1908-09	21
1909-10	18
1910-11	6
1911-12	7
1912-13	22
Total	142

Since our return to India information regarding suicides amongst the indentured has been supplied as in Table 2.

Table 2

Year	No.
1903-04	1
1904-05	2
1905-06	5
1906-07	4
1907-08	5
1908-09	9
1909-10	4
1910-11	4
1911-12	4
1912-13	5
Total	43

Table 3 shows the suicides in British Guiana.

The mean Indian population was 106,000 during the decade, and

Table 3

Year	Indenture		Rate per million of indentured population		Unindentured		Rate per million of un-indentured population	Whole number	The colony rate per million of total Population(all races)
	Male	Female	Total	of indentured population	male	Female	Total		
1903	1	—	1	67	8	—	8	9	72
1904	1	—	1	67	6	2	8	9	71
1905	2	—	2	16	1	1	2	4	31
1906	4	1	5	476	6	1	7	11	94
1907	1	—	1	102	7	2	9	10	77
1908	0	—	—	—	3	1	4	4	31
1909	—	—	—	—	6	—	6	6	47
1910	1	—	1	110	6	1	7	7	55
1911	—	—	—	—	2	—	2	2	15
1912	1	—	1	103	3	—	3	4	31

mean indentured population 10,700. The suicide rate for the total Indian population was 134 per million and for the indentured 400 per million.

In four of the cases among indentured immigrants the motive seems to have been domestic trouble, and in two of these cases jealousy. In other cases ordinary quarrels, depression owing to illness, or unknown motives were assigned. During the period the indentured population varied from 15,000 to 9,500. Twelve cases occurred in ten years amongst a mean population of upwards of 12,000, giving an average annual rate per million of 100. Of the twelve cases five occurred in a single year. During the last five years the rate was lower than in the provinces from which the labourers emigrated, but the whole population concerned was of course very small. Amongst the unindentured, with a mean population of 108,000 there were 56 cases in ten years, giving in annual rate of nearly 52 per million.

In Jamaica the number of suicides amongst the indentured labourers in each of the last ten years shown in Table 4:

Table 4

Year	Number of Suicides	Mean Indentured Population
1903	1	1,800
1904	2	1,250
1905-06	2	1,400
1906-07	1	2,200
1907-08	—	2,800
1908-09	—	2,600
1909-10	—	3,200
1910-11	2	3,400
1911-12	2	3,000
1912-13	—	3,600

The rate is 396 per million throughout the ten years.

In two of the cases the motive assigned was jealousy and in one case grief for a wife's death. Depression owing to ill-health, quarrels with other labourers, and unknown motives were assigned in other cases. As the Government of India is concerned to know how far the suicides are the consequence of the indentured system it seems hazardous to draw confident conclusions in this case from calculations of rates. The population is very small and in four out of the last six years no suicides

occurred. For these six years the rate per million is 215. The suicides amongst the unindentured, as distinguished from the rest of the population, are nowhere separately recorded.

Table 5 gives the number of suicides amongst the indentured and non-indentured Indians in Dutch Guiana for ten years :

Table 5

Year	Indentured		Unindentured	
	Suicides	Population	Suicides	Population
1903	1	3,611	3	15,445
1904	—	3,003	1	16,377
1905	—	2,816	1	16,259
1906	1	3,508	—	16,426
1907	—	3,897	—	17,729
1908	1	5,035	1	18,693
1909	1	5,879	1	19,100
1910	—	6,119	1	19,700
1911	—	5,876	—	19,665
1912	—	3,953	1	23,108

In one of these cases the motive assigned was domestic trouble, and in another jealousy. In the majority of the remainder quarrels with friends or neighbours were found to be the immediate causes. In two cases depression owing to illness was assigned. Here again the figures are small. The average rates per million are for indentured 91 and for unindentured 49. While it may be prudent to abstain from positive conclusions based on results recorded amongst a few thousand persons the absence of suicides for several years in succession amongst indentured immigrants in British Guiana and Dutch Guiana will at least suggest doubts as to the consequential connection between the indentured system and the suicide rate.

The suicides in Fiji during each of the last ten years were (Table 6).

We were informed that the Madras labourers were much more prone to commit suicide than other Indians. In 1911 special instructions were on this account issued to employers to treat these immigrants with special care particularly during the first few months after their arrival. Cases arising out of domestic quarrels and jealousy were the largest class, next to these coming cases in which the deceased had been accused of a

serious crime, and cases in which chronic ill-health had produced despondency. In two cases the deceased had been struck by a Sirdar a short time previously. In many cases no probable motive was ascertainable. The rate amongst free Indians is high and amongst indentured Indians very high in this colony. Yet for some years the conditions under which the indentured people work have compared favourably with those in other colonies. Prosecutions have been fewer, and sentences of imprisonment much fewer. The health conditions are unusually good owing to the absence of malarial fever and to good sanitary and medical arrangements. Wages are higher than in any other colony and the standard of task is lower. A circumstance peculiar to the colony is that the sale of alcoholic liquor to Indians is forbidden. Doubtless occasional evasions of the prohibition occur but broadly speaking alcoholic liquor in any form is unobtainable. The colony is being newly opened up and comparatively large communities of Indians such as are found all over West Indian colonies do not exist. Immigrants find themselves in small groups in a strange and very sparsely populated country. Labourers on many estates in a strange and very sparsely populated country. Labourers on many estates cannot during holidays or week-ends exchange the monotony of their daily lives for the social attractions of an Indian town or village in the vicinity. The few Fijian villages could have no attraction for Indians, who regard their amiable and interesting but rather primitive inhabitants as '*junglies*'.

Table 6

Year	Suicides Among		Indentured Population	Free Population
	Indentured	Free		
1903	12	3	—	—
1904	8	—	—	—
1905	6	—	—	—
1906	8	1	—	—
1907	12	5	—	—
1908	11	6	11,999	21,151
1909	10	1	12,243	23,163
1910	8	4	12,757	26,557
1911	16	2	14,310	25,976
1912	18	5	15,369	32,482

The rate amongst indentured was 926 per million of adult population in the last five years, and among other Indians 147 per million. In comparing this high rate with rates recorded in India or elsewhere some allowances must be made. In the first place there is in the colony no tendency to minimise the number of cases. The record may even be increased by the inclusion of cases which would be classed elsewhere as doubtful. The Immigration Department has happily allowed no bias to affect the result of inquiries and is concerned mainly with the possibility of any ill-treatment or neglect being responsible for the fatality. In his annual report for 1911, the Hon'ble Mr. Coates, the Agent General for Immigration, referring to the suicides recorded states: ". . . and in five other cases immigrants were found dead after a lapse of time under circumstances which permitted of the theory of suicide but without sufficient evidence of the cause." There is no tendency to give undue weight to remote possibilities or to base verdicts on considerations disconnected with the conduct and motives of the deceased. Again, suicide rates for a country or province, especially where the majority of the people are engaged in ordinary agricultural pursuits, differ from rates in centres to which people immigrate for work under what are to them abnormal social and economic conditions. The rate for a population normally constituted as regards the distribution over age periods differs from that of a population with an abnormal age distribution. We endeavoured to obtain figures for purposes of comparison after our return to India. The statement printed as Appendix 46 was obtained from the Commerce and Industry Department records. It shows that in the Bombay Presidency as a whole the average rate is 28.8 per million while that of the United Provinces whence most emigrants are drawn, is 63, and that of Madras, the other chief source of supply to Fiji, is 45. The only source from which we could obtain carefully compiled statistics was Bombay City, where suicides have been tabulated analytically by the Bombay Anthropological Society. In the years 1901-06, during which the suicide rate was lower than in the previous quinquennium the general rate averaged 75 per million, that is nearly three times the rate extracted the rate for the whole Presidency. Further, if the rate for the age-period '20 to 30' is extracted the rate per million was 107 taking the average population of this age at

280,000, which is probably in excess of the actual. This rate is approximately four times higher than the Presidency rate. On estates more than three-fourths of the immigrants are between 20 and 30 years of age. We have no data as regards suicide rates for varying age-periods, or in centres attracting industrial immigrants in the provinces of India from which labourers emigrate to the colonies.

But when all allowances are made the suicide rate in Fiji is very high, and it is impossible not to conclude that the conditions under which indentured labourers live conduce to a high suicide rate. Whether this consequence results solely or mainly from the fact that the labourers are under indenture must be left to the judgment of the individual. If the same labourers emigrates to a distant and sparsely populated country but lived and worked as they liked the suicide rate might be lower, but the conclusion can only be speculative. The period of indenture not only comprises the dangerous age-period of emigrants but is also the period immediately following emigration when home-sickness is experienced by the great majority. After his indenture has expired the immigrant is free to work where and when he likes. He is also a trained worker, acclimatised, and accustomed to the conditions of the country, and he has passed the most dangerous age-period. The Fiji estates have neither Indian settlers within their border nor, in most cases, Indian communities in the immediate vicinity. The life on estates would be much more cheerful if more land on and near estates was occupied by Indians. The largest employer of indentured labour, the Colonial Sugar Refining Company, is now endeavouring to establish settlements on what may be called a wholesale plan, and we think it highly probable that the creation of a number of compact centres of Indian social life will react markedly on the suicide rate. We have recommended more active organisation of settlements by the Government of the colony. The experience of other colonies will at least suggest caution in concluding that the condition of being indentured in itself influences the suicide rate amongst immigrants. The fact that there are in Fiji only 43 adult females to every 100 males may possibly have some effect, but this is not noticeable in the case of Surinam. We have elsewhere made recommendations for accelerating the reduction of the discrepancy between the sexes. From the record of

inquiries it appears that in 15 out of 109 cases sexual jealousy was recognised as responsible, assuming all domestic quarrels to originate in this way. Even if these cases are eliminated a high rate remains to be explained. If, as we gathered, a lower standard of physical fitness was formerly accepted in emigrants from Madras the fact would much more seriously influence the suicide rate. Despondency owing to ill-health was one of the motives frequently assigned. The reasons for the high rate in Fiji might more readily be deduced if the cases were tabulated with reference to localities, age-periods, duration of indentured service, caste, and province (and preferably district) of origin. The motives so far as they are ascertained with reasonable probability, should also be classified.

As regards immorality on estates we have in dealing with the question of indentured women stated that the majority of women are not married to the men with whom they cohabit on estates. Of these unmarried women a few live as prostitutes, whether nominally under the protection of a man or not. The majority remain with the man with whom they form an irregular union. They are, however, exposed to a good deal of temptation as there are on all estates a number of young unmarried men with much more money than is needed for their personal wants. A few women change their protectors and out of these desertions trouble not infrequently arises. In each colony a few cases of homicide or grievous hurt annually result from quarrels about women. Probably the best guarantee against infidelity to regular or irregular unions is the birth of children. We have in another paragraph made recommendations which will both minimise the risk of restricting births and render the rearing of children a burden on the estate or the colony as well as on the indentured parent. There is no doubt that the morality of an estate population compares very unfavourably with that of an Indian village, and that the trouble originates in the class of women who emigrate. We have recommended that as married women are a minority of the adult women who emigrate and as the remainder are women who are or would become prostitutes in India the proportion of female emigrants should be increased but at the same time no minimum limit of age be imposed. We anticipate that a larger number of girls will emigrate with their parents and that a much larger number of married couples will shortly

be found on estates while disreputable women will be reduced to a minimum. The only practical remedy for the evils existing is to increase the proportion of marriageable women and, therefore, the number of marriages. Under any system of emigration there will always be a large proportion of young unmarried males. Of the men who return from these colonies more than half are still unmarried (*vide* Appendix C), and the proportion of females steadily rises in the resident population.

Wages Returns

As regards the inducements held out to Indian emigrants in the form of wages during indentured service we venture to suggest that these may be shown in annual reports more intelligibly than at present. What an intelligent emigrant should wish to know clearly is the probable surplus which he will earn over the sum which is needed to supply his reasonable wants. Those interested in the welfare of emigrants also wish to know his, and those concerned with the local supervision of indentured Indians wish to know the surplus which accrues on each estate and to inquire how far bad management or bad sanitation affect this surplus. Statements of average earnings per working day or per day worked in themselves do not give sufficient information. Even if information as to average daily expenditure is added a complex calculation must be performed before the annual, monthly, or weekly surplus as arrived at. What we propose is that for each estate there should be ascertained at the end of the year (a) the total wages paid to able-bodied men and women separately, and (b) the average number of able-bodied men and women employed. The result of dividing (a) by (b) will be the average yearly earnings. The average yearly expenditure per head of men and women for each estate would be ascertained by multiplying the sum which the Immigration Department recognised as the reasonable daily expenditure of men and women on food, clothing, and miscellaneous wants by 365 *minus* the average number of days spent in hospital by men and women on the estate. The earnings *minus* the expenditure will be the surplus. Days spent in hospital are deducted in calculating annual expenditure because on those days an immigrant neither earns nor spends money, and for present purposes the larger or smaller number of these days is

unimportant. Firstly, the meaning of days spent in hospital must receive separate attention, and secondly, where sickness is excessive gross earnings and surplus will fall. Women will obviously be 'in hospital' for a longer period than men. The cost of living is not uniform on the estates in the same colony. One is near a large market and another is served by a single shopkeeper who transports all his wares from the large market. Women and men will have separate daily rates of expenditure. What is proposed may be illustrated by a concrete case.

An estate employs 50 men and 20 women (average for 12 months). The men's aggregate annual earnings amount to £700 and the women's to £170. The average earnings per head are £14 and £8½ respectively. The recognised daily expenditure for men on this estate is 5½ *d.* and for women 4¾ *d.* The men are ill for 25 days yearly, and the women for 45 days. The men's annual expenditure is 5½ *d.* × (365 - 25) = £7-15-10. The women's is 4¾ *d.* × (365 - 45) = £6-6-8. The surplus per head for men is £6-4-2 (or Rs. 93-2-0) and for women £2-3-4 (or Rs. 32-8-0). Information in this form can be very easily compiled and is in our opinion much more intelligible and valuable than statements of earnings per working day or per day worked which involve much calculation and skilful interpretation. It does not matter to the healthy labourer whether he earns good wages by working hard for 4½ days weekly or steadily for 5½ days, and time spent on finding which method is preferred on individual estates is wasted. It is desirable to know generally what he does when absent on working days, but as regards his earnings the annual surplus is in our opinion more important than anything else. In the 'statement of work and wages' recommended by the Sanderson Commission we should prefer to substitute for the columns showing wages per working day and per day worked three columns showing (a) average annual earnings per head, (b) average annual expenditure per head, (c) average annual surplus per head.

The Immigration Departments may be trusted to work out a trustworthy daily expenditure figure for (b) for each estate. In the body of the annual report the maximum and minimum daily expenditure allowance might be given. If this proposal is adopted a good deal of calculation now necessary might be discontinued. A monthly return which might be prepared in a few minutes

would be sufficient for the information of the Agent-General and the local Inspector. The latter would of course examine the pay-sheets of each estate in detail as at present and check the accuracy of statements received.

It will be seen that we refer only to the able-bodied. The inclusion of non-able-bodied for purposes of calculation of averages is misleading. They are a small percentage of the whole number and occasion special trouble and expense. They are often given rations when they do not work. Their defective physique is no fault of their employers. Their individual cases are the subject of constant inquiry by medical and other officers. The separation in the pay-sheets of able-bodied and others involves no difficulty.

As regards labourers imprisoned for serious crimes and deserters we think they should not be counted on the strength of the estate during months for which they were absent for more than 15 days. Arrivals, deaths, and cessation of indentures, will also cause the monthly totals of labourers to fluctuate. The annual average will often be a fractional and not an integral number, thus $50\frac{2}{3}$ or 139.3. This involves no difficulty.

Not the least advantage of this suggested form of exhibiting earnings will be the facility afforded of contrasting colony with colony. If a labourer earns a shilling per working day it is important to know whether his daily cost of living is four pence or seven pence on all days.

One theoretical objection may be made to the calculation, namely, that clothing and some of the miscellaneous expenses are yearly charges and that no part of such charges should be included in the amount of expenditure deducted for sick days. An experimental calculation will show that the inaccuracy is insignificant, while the unrecognisable additional earnings due to supply of rations at less than retail price is more than adequate compensation.

Summary

While dealing in detail with each of the matters to which our attention was specially directed we have unavoidably laid more stress on what appeared to be remediable defects in the existing system of emigration than on the advantages which have accrued to emigrants. As we consider that the removal of defects would

be the most satisfactory result of our inquiries both for emigrants and for the colonies to which they emigrate we think it desirable to recapitulate briefly the more important general remedies which we have recommended in the preceding paragraphs. They are as follows :—

- I. Unsuitable emigrants, men or women, should be excluded. The agreements should state clearly how misconduct will be punished. The proportion of female to male emigrants should be raised from 40 to 50 per cent, and the present minimum age limit should be abolished.
- II. In all colonies, provisions, whether operative or inoperative in practice, which are unduly rigorous or restrictive, should be expunged from the Ordinances. The punishments prescribed should in most cases be reduced and fines imposed should be recoverable in small installments.
- III. The intemperate use of the disciplinary provisions of the Ordinance should be prevented by empowering the officers of the Immigration Department in each colony to control employers in this respect.
- IV. The officers of the Immigration Department in each colony should be empowered to adjudicate in cases brought by employers against labourers so that the concern of Courts of criminal jurisdiction with the enforcement of contracts may be minimised if not extinguished.
- V. Separate places of detention should be provided for labourers who, notwithstanding the revision proposed in II, may be sentenced to imprisonment for breaches of the disciplinary provisions of the Ordinance.
- VI. Subject to a limitation of the proportion of labourers on an individual estate who may commute their indentures within a single year, the labourer should be entitled at any time to commute his indentures by payment of a graduated redemption fee.
- VII. Facilities for occupying land on a satisfactorily secure tenure should be provided.
- VIII. The registration of marriages should be facilitated.

- IX. The special needs of Indian children in the matter of primary education should receive consideration.
- X. The regulations affecting the grant of medical relief to the poorer class of Indians not residing on estates should be revised.
- XI. The annual reports of the Immigration Department of each colony should give more intelligible and precise information regarding the health of indentured immigrants. They should also show not only the average earnings of immigrants but the cost of living and the surplus.

We are convinced that, notwithstanding our possibly disproportionate presentation of the unsatisfactory features of the existing system, a careful study of the facts elicited during our inquiry will result in the conclusion that its advantages have far outweighed its disadvantages. The great majority of emigrants exchanged grinding poverty with practically no hope of betterment for a condition varying from simple but secure comfort to solid prosperity. Emigrants live under very much better conditions than their relatives in India, and have had opportunities of prospering which exceeded their own wildest hopes. They became citizens of the colonies to which they emigrated and both they and their descendants have attained to positions commanding general respect and consideration. Though liable to be prosecuted for disciplinary offences while under indenture they realised also that in everything affecting their daily lives their legal rights were not merely defined but firmly maintained. Employers also were liable to judicial punishment and to still more severe punishment, namely, disqualification for employment in the colony in the only occupation at which they could expect to learn a livelihood. Nor should it be forgotten that both employers who were too prone to invoke judicial assistance in the management of their labourers and employers whose authority was exercised with more skill, temper, and self-reliance, have in many ways tempered the exercise of authority with manifestations of kindness and generosity. It is not an uncommon thing for an emigrant who has settled down after the expiry of his indenture at a distance from an employer by whom he has been formerly prosecuted to pay occasional friendly visits to his accuser who has not forfeited his good will.

If too many labourers were judicially punished all but the most worthless were gainers in skill, enterprise, and self-respect. The savings or remittances of the industrious represent only the material gain to emigrants. They are as a body probably more conscious of the far-reaching legal protection which they enjoy than of the legal liabilities to which they are exposed. Our proposals involve the recognition of further rights and the reduction of liabilities, and we venture to claim that their adoption will justify the system being fairly described as one of protected emigration, in which the protection ceases when no longer required. We do not regard the system as solely or mainly concerned with securing fair wages and fair treatment for Indian labourers who are content to emigrate for a few years, save a few hundred rupees, and return to their homes. Following the example of the great majority of the emigrants themselves and their descendants we regard it rather as a system of colonisation under which poor but industrious Indians, whether landless labourers or the sons of poor cultivating landowners, who are content to be trained and acclimatised under private employers, in need of a steady supply of labour, are offered prospects much more favourable than they could hope to realise at home. While an emigrant's freedom of choice between settling down in a colony or demanding repatriation should be maintained it is obviously necessary to recognise the manner in which the choice has been exercised in the past. If our proposals are accepted we are reasonably confident that those who elect to return will in all colonies be an insignificant minority of those emigrating under indenture. We are conscious that the acceptance of our proposals will increase the cost of indentured Indian labourers to their employers and may in consequence lessen the demand but it may also have the effect of raising the standard of capacity expected from employees.

We wish in conclusion to express our gratitude to the colonial officials and the employers of indentured labour for their frank and ungrudging helpfulness and their many acts of personal kindness. We have also reason to be grateful to many others who were in no way concerned with the object or result of our inquiries. We are in a special measure indebted to the Governors of the colonies visited both for their actively sympathetic attitude in relation to our inquiries and for their unfailing kindness and hospitality.

ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA, 1912 — REPORT

AUGUST 31, 1912

Chairman John Poynder; Baron Islington
Member Lawrence John Lumley Dundas, Earl of Ronaldshay; Sir Murray Hammick; Sir Theodore Morison; Sir Valentine Chirol; Shri Mahadev Bhaskar Chaubal; Mr. Abdur Rahim; Mr. Gopal Krishna Gokhale (died on February 19, 1915); Mr. Walter Culley Madge; Mr. Frank George Sly; Mr. Herbert Albert Laurens Fisher; Mr. James Ramsay Macdonald.

Joint-Secretary Mr. M.S.D. Butler and Mr. R.R. Scott.

Appointment

The Royal Commission on the Public Services in India was appointed by His Majesty's Command, the George V of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith, Emperor of India under His Majesty's Royal Sign Manual to examine and report upon the matters in connection with the Indian Civil Service, Imperial and Provincial on 31st August, 1912.

Terms of Reference

- (i) The method of recruitment, and the systems of training and probation;
- (ii) The conditions of service, salary, leave and pension;
- (iii) Such limitations as still exist in the employment of Non-Europeans, and the working of the existing system of division of services into imperial and provincial; and generally to consider the requirements of the public

service, and to recommend such changes as may seem expedient.

Contents

Introductory; Public Services Commission of 1886-87; Changed Conditions of India; General Statement of the Existing Problem; Organisation; Methods of Recruitment; Systems of Probation and Training; Conditions of Salary; Conditions of Service; Conditions of Leave; Conditions of Pension; Summary of Recommendations; Annexures from I to XXIV; Minutes; List of Appendices; Appendices from I to XI.

Recommendations

Report

At the end of the various annexures to our report we have summarised in detail the recommendations which we have made with regard to each service. The proposals we have put forward for increased expenditure have been framed without regard to the prior claims of the present war on the resources of the country, and may need to be given effect to gradually. Otherwise we have taken into account the existing situation. The main conclusions to which we have come are as follows :

- (i) Where it is necessary to organise the public services into higher and lower branches, this should be arranged on the basis of the work which they are required to do, and not, as is now in some instances the case, of the race of, or the salaries drawn by, their members, or any such artificial distinction (paragraphs 24 to 26).
- (ii) Officers promoted from a lower into a higher service should ordinarily be given the same opportunities as officers who have been directly recruited, and should be eligible on their merits for appointment to any post in their service. Both classes of officers should be shown on the same list and should take seniority amongst themselves from their date of entry on the list. Except in the case of the Indian civil service all

promoted officers should also be made full members of the service into which they are promoted (paragraph 27).

- (iii) The practice of employing military officers on civil duties should be continued in the medical, public works, railway, and survey of India departments, and subject to the conditions stated. Military officers should also be eligible for appointment to the mint department. Elsewhere the practice of recruiting them should be allowed to die out, but this should take place gradually in the case of the civil service in Burma (paragraph 28).
- (iv) The practice of employing members of the Indian civil service in other departments should be continued in the post office, and in the Northern India salt revenue, Indian finance and customs departments. Such officers should also continue to supervise the work of the land records (Burma), registration, salt and excise, and survey (Madras) departments. They should no longer be appointed directors of agriculture, but rural commissionership should be created and be manned from their ranks. The inspector-generalships of police should no more be recruited for in the Indian civil service, but Indian civil servants should continue to be eligible for these appointments subject to the claims of qualified police officers (paragraph 29).
- (v) The services which lie between the higher and the subordinate services should no longer be designated "provincial" services. If they are organised provincially they should ordinarily bear the name of their province; for example, the Madras civil service, the Bombay police service, and so on. If they are under the Government of India the terms class I and class II should be used for the two services. These terms should also be used in the education department (paragraph 30).
- (vi) The services for which recruitment is now made normally in India should continue to be recruited for in that country. The Indian finance department should

be added to this category. The military finance department should be similarly treated, if there are no military considerations to the contrary. Eventually, similar action should be taken with the customs department, but for the present some recruitment in Europe for this department should be permitted. The remaining services for which recruitment is now made wholly in Europe, or partly in Europe and partly in India, should be divided into three main groups. In the first should be placed the Indian Civil Service and the police department, in which it should be recognised that a preponderating proportion of the officers should be recruited in Europe. In the second should come services like the education, medical, public works and so on, in which there are grounds of policy for continuing to have, in the personnel, an admixture of both western and eastern elements. For these services arrangements should be made for recruitment in both countries. In the third should be placed certain scientific and technical services, such as the agricultural and civil veterinary departments, &c., for the normal requirements of which it should be the aim to recruit eventually in India. To this end educational institutions should be developed in India on a level with those now existing in Europe so as to produce the necessary supply of candidates (paragraphs 31 and 32).

- (vii) No system of state scholarships will provide a suitable method for increasing the number of non-Europeans in the public services (paragraph 35).
- (viii) In certain services arrangements should be made for the appointment of a minimum number of Indians, but this should not be made a general practice for fear that the minimum may come to be regarded as a maximum (paragraph 35).
- (ix) To secure an increase in the number of non-Europeans employed, so far as this is not obtained automatically by the proposals made with regard to organisation and the place of appointment, different methods should be followed in different services, as detailed in

the annexures. Speaking generally, technical institutions in India should be created or expanded; provision should be made for advertising vacancies; Indian members should be appointed to serve on the committees which will advise on the selection of recruits; and, finally, the statistics relating to the employment of members of the various communities should be published every ten years (paragraph 36).

- (x) The question of the extent to which the services should be manned by the direct recruitment of untried officers and by the promotion of experienced officers from an inferior service should be settled separately for each service, as explained in the various annexures. But in every case opportunities should be created for young men, and direct recruitment should be encouraged wherever possible (paragraph 37).
- (xi) In the present conditions of India no general system of competitive examinations as a means of entry to the public services is suitable, but where such a method exists it should ordinarily be maintained (paragraph 42).
- (xii) When nominating direct recruits for admission to the services the authorities in India should act with the advice of committees, which should not be purely departmental in character, but should contain persons in touch with educational institutions, and should also have a non-official and an Indian element. Publicity should be given to all vacancies, and applicants should be forbidden to bring outside pressure to bear on individual members of the committees. A similar procedure should be followed in England. Candidates for services recruited in India should ordinarily possess a minimum educational qualification. This need not be identical for all candidates, but the standard for all should be the same (paragraph 44).
- (xiii) In recruiting specialists care should be taken to draw upon the widest possible field (paragraph 45).
- (xiv) Arrangements can best be made for communal representation in India by the exercise of the powers

of Government under the system of nomination proposed. No hard and fast rule of proportions is suitable (paragraph 46).

- (xv) Except where otherwise provided, direct recruits should be on probation for two years. A probationary course in England should be given only to recruits for the Indian Civil and Forest Services, and in the latter only for so long as recruits are taken from Europe. As the schools of forestry in the United Kingdom are developed, recruits from Europe should be taken from them (paragraph 47).
- (xvi) The question of training requires to be considered for each service separately, as explained in the various annexures. Inter-provincial conferences of officers responsible for the training of recruits should be encouraged (paragraph 48).
- (xvii) In fixing the salaries of their employes, Government should pay so much and so only as is necessary to obtain recruits of the right stamp, and to maintain them in such a degree of comfort and dignity as will shield them from temptation and keep them efficient for the term of their service (paragraph 49).
- (xviii) Except where otherwise expressly provided, officers should be remunerated by an incremental scale of salaries on the compartment system. Where this is done the rules with regard to acting allowances should be revised (paragraph 50 and 51).
- (xix) Exchange compensation allowance should no longer be paid, but generally speaking the amounts now drawn on this account should be added to the salaries of officers (paragraph 52).
- (xx) The salaries to be paid to Europeans and statutory natives of India respectively should be settled for each service separately the ordinarily in accordance with the principle set out in item (xvii) above, and not on any general consideration of race or place of recruitment. In services in which different rates are found to be suitable they should be fixed on the merits of each case, and no proportions should be laid down generally as between the amounts payable

to the two classes of officers. In services the normal requirements of which will eventually be met in India, the standard scale of salaries should be that considered suitable for statutory natives of India, and special rates should be fixed for Europeans for so long as they are recruited. In certain services in which equality of pay has long been an established practice this should be maintained. In other services officers should be brought to an equality in the administrative ranks, and earlier in the education department. As a special case statutory natives of India recruited in Europe should be paid as Europeans (paragraphs 53 to 57).

- (xxi) The salaries to be paid to officers should be as stated in the various annexures. For recruits in India from the ordinary graduate class, or their equivalent amongst members of the domiciled community, a general scale rising from Rs. 250 to Rs. 500 a month should be introduced. Beyond this there should be selection scales or posts suitable to the circumstance of each service. For services requiring higher initial qualifications higher rates should be adopted (paragraph 58).
- (xxii) The necessary steps should be taken to keep the cadres of the services up to a strength sufficient to cope with the work to be done (paragraph 61).
- (xxiii) The calculations in accordance with which recruitment is made should be worked out with greater precision, and should be revised periodically with due regard to the requirements of leave and training. More precision is needed in fixing the annual rate of recruitment, and service tables should be prepared and kept up to date for each service or group of services. Distribution lists should be maintained for all services, which are recruited on a system, to show by groups of years the theoretical and actual number of officers present. Excesses or defects should be dealt with at the point where they occur. If in spite of these measures blocks in promotion are experienced, special allowances should be given on the merits of each

case (paragraphs 61 to 65).

- (xxiv) An expert committee should be appointed to simplify the present travelling allowance rules, to consider their sufficiency for everyday purposes, and to revise the classification of officers. Immediate measures should be taken to reimburse officers for all reasonable charges incurred by them on transfer from one station to another, whether personal to themselves or on behalf of their families and household establishments (paragraphs 66 to 68).
- (xxv) The rules as to house allowances should be revised on the lines indicated (paragraph 69).
- (xxvi) A Burma allowance should be given on the terms stated (paragraph 70).
- (xxvii) Free passages should be given to officers of the services specified (paragraph 71).
- (xxviii) Inefficient officers should be compulsorily retired (paragraph 72).
- (xxix) Officers who are subject to the operation of article 459 of the civil service regulations should be retired at the age of 55, unless Government, in their sole discretion, decide to grant an extension of service (paragraph 73).
- (xxx) There should be separate European service and Indian service leave rules to regulate the taking of long leave. Speaking generally, officers recruited under European conditions of salary should be subject to the European, and others to the Indian service leave rules (paragraphs 77 and 78).
- (xxxi) The European service leave rules should be simplified, and greater facilities for leave on higher pay should be given by allowing privilege leave to be accumulated up to four months and furlough to be commuted subject to the restrictions stated (paragraphs 79 and 80).
- (xxxii) The sterling amounts of the allowances payable under the European service leave rules should stand to the rupee amounts in the population of 18 to 16 (paragraph 81).
- (xxxiii) The Indian service leave rules should be simplified;

officers subject to them should be allowed to accumulate privilege leave up to four months, and the allowances permissible should be increased to the extent stated (paragraphs 82 and 83).

- (xxxiv) The rules relating to study leave should be revised; the arrangements for deputing officers to study particular problems should be made more elastic, and facilities should be given to officers on leave to study voluntarily such problems as interest them (paragraphs 84 to 86).
- (xxxv) With the exceptions specified all officers should be under the same pension rules; all should serve normally for thirty years, but those recruited after the age of twenty-five in the services noted should be granted the concessions indicated, and all should be able to retire optionally on a reduced pension after twenty-five years' service. Government should be able to retire any officer after this period (paragraphs 87 to 91).
- (xxxvi) The maximum limits of pension should be increased on the conditions stated, and special additional pensions of the amount stated should be drawn by the officers noted (paragraphs 92 and 93).
- (xxxvii) A scheme for a general family pension fund, or for separate funds for different classes of officers, should be worked out on a self-supporting basis (paragraph 96).

Factory and Boiler Inspection Departments

The changes which we have recommended in the factory inspection departments are as follows :

- (i) Officers should ordinarily be selected in India after the issue of advertisements upon a report from the head of the department on the applications submitted. Only if no qualified candidate is procurable in India should an officer be brought from the United Kingdom. Selection in India should not necessarily be confined to statutory natives of India (paragraphs 4 and 7).

- (ii) In the case of recruitment in the United Kingdom officers should be selected after the issue of advertisements with the advice of the Home Office (paragraph 7).
- (iii) An addition of one appointment should be made to the Bombay cadre of inspectors, and this should be filled by an officer of unmixed Asiatic descent who possesses the necessary qualifications (paragraph 5).
- (iv) The maximum limit of age for recruits should be fixed at 30 years (paragraph 6).
- (v) All newly appointed officers should be on probation for two years. Officers should be required to pass a colloquial test in the vernacular of a higher character than is ordinarily enforced at present (paragraph 8).
- (vi) All officers should draw the same pay as chief inspectors. Below that rank the standard scale of pay should be fixed so as to secure statutory natives of India in India. Higher rates should be offered to officers appointed in Europe or to persons who are not statutory natives of India who are appointed in India (paragraph 9).
- (vii) The salaries of certain officers should be raised to the extent stated (paragraph 9).
- (viii) Factory inspectors in the Bombay presidency should, if possible, be relieved of work in connection with the cotton excise duties (paragraph 12).
- (ix) In future all the officers who, when they enter the service, draw salary at the higher of the two rates specified should come under the European service leave rules. Other officers should come under the Indian service leave rules and continue under them throughout their careers (paragraph 13).
- (x) Subject to the usual provisions, members of the factory services should be allowed to reckon as service qualifying for superannuation pension the number of completed years by which their ages at the time of appointment exceeded 25 years (paragraph 14).

The changes which we have recommended in the boiler inspection department are as follows :

- (i) The local Governments should reorganise and bring up to date their departments. They should settle details with the help of expert advice, but should arrange generally for the officers to be government servants; for expert supervision of the department; for the removal of any share in the control of the department from the persons whose boilers have to be inspected; and finally, for a responsible head in all the major provinces (paragraph 18).
- (ii) The maximum age limit for recruitment should be 30 years (paragraph 21).
- (iii) All vacancies should be advertised (paragraph 21).
- (iv) Officers should be on probation for two years (paragraph 22).
- (v) The changes stated should be made in the salary and prospects of the chief inspector, Bombay. A chief inspector should be appointed for Bengal, Bihar and Orissa, and Assam jointly, and first inspectors for Madras and Burma on the salaries stated. Other questions of salary should be determined by the local Governments when they reorganise their departments (paragraph 23).
- (vi) All future entrants to the service should be under the Indian service leave rules (paragraph 26).
- (vii) Subject to the general provisos members of the department should be allowed to reckon as service qualifying for superannuation pension the number of completed years by which their ages at the time of appointment exceeded 25 (paragraph 27).

Indian Finance Department

The changes which we have proposed in the Indian finance department are as follows:

- (i) The department should in future be recruited for entirely in India (paragraph 3).
- (ii) Under the new system of recruitment the Indian civil service element should be increased. So soon as vested interests are satisfied, five of the eleven posts of

accountant-general should be reserved for Indian civil service officers (paragraph 3).

- (iii) Three-fifths of the vacancies in the superior staff should be filled by means of competition among nominated candidates, and the remainder by nomination of candidates possessing an educational qualification at least equivalent to the bachelor degree. Such appointments should be made on the advice of a selection committee, with due regard to the claims of different provinces and communities (paragraph 4).
- (iv) One-sixth of the vacancies arising in the superior cadre should be filled by promotion (paragraph 5).
- (v) The number of training posts for Indian civil service officers should remain as at present, but one or more of the posts should be left unfilled if this is deemed desirable (paragraph 6).
- (vi) Indian Civil Service officers transferred to the department should ordinarily be of at least ten years' seniority and should, as a rule, remain in the department for the rest of their service (paragraph 6).
- (vii) The salaries of the department should be reassessed on the basis of what is necessary to attract statutory natives of India and Indian Civil Service officers possessing the requisite qualifications (paragraph 8).
- (viii) An incremental scale should be established for accountants-general (paragraph 8).
- (ix) The number of accountants-general should be increased from nine to eleven, and the number of class I posts held by departmental officers should be reduced from nine to eight (paragraph 9).
- (x) The requirements for leave, training, and deputation should be recalculated (paragraph 10).
- (xi) It should be laid down that officers recruited subsequent to the amalgamation of the public works and civil accounts branches are junior for purposes of promotion to higher offices in either branch to officers serving prior to the amalgamation (paragraph 11).
- (xii) All future entrants to the department should be subject to Indian service leave rules (paragraph 13).

Military Finance Department

The changes we have proposed are as follows :

- (i) If there is no military objection, Indians should be given opportunities for employment on the superior staff (paragraph 4).
- (ii) The salaries of civilian officers during the probationary period should be improved (paragraph 8).
- (iii) For new entrants there should be an efficiency bar at Rs. 1,000 a month (paragraph 8).
- (iv) Military accountants, second class, if appointed in India, should draw the same scale of salary as class II officers in the finance department (paragraph 9).
- (v) The percentage allowed for leave, training and deputation should be recalculated and kept up to date (paragraph 10).
- (vi) Officers who may be appointed to the department in India should be subject to Indian service leave rules (paragraph 12).
- (vii) All officers down to and including military accountants, first class, should be eligible for a special additional pension (paragraph 13).

Forest Department

The changes which we have proposed in the forest department are as follows :

- (i) Provincial service officers holding major charges should be included in the imperial service (paragraph 2).
- (ii) In view of the establishment of direct recruitment in India to the imperial service, the number of major charges thrown open to members of the provincial service should be reduced from forty-nine to twenty-four. This charge should apply to new entrants (paragraph 2).
- (iii) Direct recruitment should be made to the imperial branch in India (paragraph 4).
- (iv) With this object a course of training up to the highest

European standard should be instituted at Dehra Dun (paragraph 4).

- (v) Candidates for this course should hold the degree of bachelor of science (paragraph 4).
- (vi) An intermediate examination should be held to test the progress of the advanced course students (paragraph 4).
- (vii) Students who satisfactorily complete the advanced course should be eligible for direct appointment to the imperial branch, and those of them who are unsuccessful in obtaining such appointments should be eligible for admission on the provincial branch (paragraph 4).
- (viii) The Government of India should announce that not less than half the recruits required for the imperial branch will be chosen from among statutory natives of India who have been thorough the advanced course, provided that in the opinion of an expert committee duly qualified candidates are available for appointment (paragraph 4).
- (ix) Officers so recruited to the imperial branch should be appointed subject to the condition that it will be open to the Government of India to send them for a course of practical training in European forests at any time during their career (paragraph 4).
- (x) Early effort should be made to discover and recruit competent men in India wherever they may be found, and the whole of the normal requirements of the staff should be met from India within a reasonable period of time (paragraph 5).
- (xi) Vacancies should be advertised in the Indian press (paragraph 5).
- (xii) In cases where it is necessary to resort to recruitment in Europe, the present procedure should be maintained, but the selection committee should include an officer of the Indian forest service and a non-official Indian in touch with the Indian student community (paragraph 6).
- (xiii) As the forest schools of Great Britain develop, the practice should be introduced of recruiting ready-trained

foresters, who could be sent out to India without undergoing a term of probationary training in Great Britain; and, under present conditions, preference should be given to candidates who have already had some training in forestry (paragraph 6).

- (xiv) Imperial service probationers should be allotted to the various provinces on a consideration of all the circumstances, including their own wishes; but the requirements of the public service should rank before every other consideration (paragraph 7).
- (xv) Candidates for the Dehra Dun provincial service source should be nominated by local Governments with the advice of selection committees (paragraph 8).
- (xvi) Not more than 33 per cent of the vacancies in the provincial services should be filled by promotion (paragraph 9).
- (xvii) It should be a condition of recognition by the Secretary of State that a forest school in Great Britain should provide for adequate courses of instruction for imperial service probationers (paragraph 10).
- (xviii) Imperial officers on joining the service in India should be trained in their own provinces (paragraph 11).
- (xix) Imperial officers should not normally be placed in charge of divisions until after four years' service (paragraph 12).
- (xx) In the provincial services the period of probation should be fixed at two years (paragraph 13).
- (xxi) The normal scale of salaries in the imperial branch should be fixed on the basis of recruitment in India, and the rates of salary for officers recruited in India and in Europe respectively should be as stated (paragraph 14).
- (xxii) The salaries fixed for provincial forest officers should be modified to the extent stated (paragraph 15).
- (xxiii) The cadre of the forest department should be increased (paragraph 16).
- (xxiv) The reserves for leave and training and the decremental rate in the imperial and provincial services should be recalculated and kept up to date (paragraphs 17 and 18).

- (xxv) The Provincially recruited services should be designated the Madras, Bombay, etc. Forest Services (Paragraph 19).
- (xxvi) In future only officers who, when they enter the department, are paid at the higher rates fixed for officers recruited in Europe, should be subject to the European Service Rules. All other officers in the department should be subject to the Indian Service Leave Rules and department should be subject to the Indian Service Leave Rules and should continue under them throughout their career (Paragraph 21).
- (xxvii) Such further facilities should be provided as may be necessary in order to enable forest officers to keep abreast of the latest developments of European practice (Paragraph 22).
- (xxviii) Future entrants to the Imperial branch should come under the revised general rules for pension and existing members of the Imperial branch should be given the option of accepting these rules or of remaining under the special rules now applicable (Paragraph 23).

Geological Survey of India Department

The changes which we have proposed in the Geological Survey of India department are as follows :—

- (i) In the event of the creation of a separate service to perform the work of a less important character, the department should be divided into Class I and Class II (paragraph 2).
- (ii) Recruitment should be made in Europe only if the Government of India are satisfied, after advertisement and upon a report from the director on the applications submitted, that no fit statutory native of India can be found in India (paragraphs 3 and 5).
- (iii) A school of geology should be developed in India which will rank with similar institutions in Great Britain. This should be staffed from the department, and its students should work in the field with the departmental survey parties (paragraph 3).
- (iv) The maximum age for appointment to the department should be fixed at 30 years (paragraph 5).

- (v) Opportunities for promotion should be given to qualified sub-assistants (paragraph 5).
- (vi) In the case of recruitment from England due notice should be given and the vacancies should be advertised. The selection committee should also be enlarged to consist of five persons, one of whom should be an Indian (paragraph 5).
- (vii) There should be different rates of pay for officers who are recruited in Europe and in India respectively, and the rates fixed for the latter should be treated as the standard rates. The pay proposed for the director should be the same for all officers alike (paragraph 7).
- (viii) Salaries should be paid at the rates stated (paragraph 7).
- (ix) The cadre should be strengthened to allow for seconding officers for instructional work (paragraph 8).
- (x) The reserve of officers should be re-calculated every five years in the light of actual requirements (paragraph 9).
- (xi) In the case of future entrants, officers who when they join the department draw salaries at the higher of the two rates specified should be under European service leave rules; the others should be under Indian service leave rules and should continue under them throughout their careers (paragraph 10).
- (xii) The rules for the grant of study leave should be revised and further facilities offered (paragraph 11).
- (xiii) Future entrants should come under the revised general rules for pension (paragraph 12).
- (xiv) The director's post should carry a special additional pension (paragraph 12).
- (xv) Members of the department, subject to the usual provision, should be permitted to reckon as service qualifying for superannuation pension the number of completed years by which their ages at the time of appointment exceeded 25 (paragraph 12).

Indian and Provincial Civil Services

Indian Civil Services—The changes which we have proposed in the Indian Civil Service are as follow :

- (i) The system of recruiting military officers to fill civil service posts in Burma should gradually be abolished (paragraph 3).
- (ii) Legislation should be undertaken with the object of making the Indian Civil Service Act of 1861 apply, with suitable reservations, to the whole of India. The appointments scheduled in this act should be made to correspond with the existing Indian Civil Service posts. Provision should also be made to allow of natives of India being admitted to the examination in London. Pending such legislation a mixed commission should be established in each province, and statutory natives of India, who will ultimately become members of the Indian civil service, should be appointed thereto as a temporary arrangement. Other officers appointed to fill civil service and be eligible for all appointments in the civil service cadre on their merits (paragraph 3).
- (iii) The medical examination of candidates for appointment in England should be made more stringent; there should be two examinations, one at the commencement of the period of probation and one after its completion; and touch should be established between the medical board of the India Office and the practitioners employed by the civil service commissioners. A rejected candidate should have the right of appeal (paragraph 6).
- (iv) Candidates should be selected in London at an age which will admit of their arriving in India when they are about 22 to 23 (paragraph 7).
- (v) Direct recruits to the Indian Civil Service should be go through a three year's probationary course in England.
- (vi) The age limits for the open competitive examination in London should be 17-19 on the 1st January preceding the examination (paragraph 9).
- (vii) The papers set at the open competitive examination in London should provide for groups of options, and be based on the model of those in force for the various scholarship and bursary examinations in the universities (paragraph 10).

- (viii) Each candidate should be required to furnish a certificate that he has attended the course of a recognised secondary school for a period of three years up to a time within six months of the examination, or, if he has left school prior to this and gone to a university, that he has had the regular school course followed by a course at a university extending over an academic year. The civil service commissioners should have a discretionary power to dispense with this condition (paragraph 11).
- (ix) Forty posts of district (divisional) and sessions judge should be reserved for recruitment from the bar (paragraph 14).
- (x) Forty-one superior posts should be reserved for officers of the provincial civil services (paragraph 15).
- (xi) Nine direct appointments to the Indian Civil Service should be made annually in India from amongst statutory natives of India, and this figure should be subject to revision every five years (paragraphs 17 and 18).
- (xii) Such candidates should be sent to England to go through the three years' probationary course with the candidates selected at the examination in London (paragraph 17).
- (xiii) The seniority of officers directly recruited to the service, whether in England or in India, should be decided by the marks obtained in the intermediate and final examinations of the probationary course (paragraph 17).
- (xiv) Of the officers directly recruited each year in India, two should be nominated by the Secretary of State with the advice of the Government of India from amongst graduates of the various universities, and the remainder should be selected on the results of a competitive examination conducted by the civil service commissioners and open to candidates nominated with the advice of a committee in touch with educational interests in each province. To begin with up to twenty candidates should be nominated from each university area. The examination should be

- based on the Indian educational curriculum (paragraphs 19 and 20).
- (xv) Candidates for examination in India should be required to possess the B.A. degree or its equivalent and to be over 20 and under 22 years of age at the date of the examination (paragraph 21).
 - (xvi) Of the 41 Indian civil service posts to be filled by members of the provincial civil services 15 should be in the executive and 26 in the judicial branch. Within these limits a free course should be given for promotion and officers should not be tied down to specific posts (paragraphs 22 and 23).
 - (xvii) Only eight inferior posts need be notified under the statute of 1870, and that only for so long as acts which make this process necessary are not amended (paragraph 23).
 - (xviii) Direct recruits should be at liberty to go through their probationary course at any university which satisfies the civil service commissioners that it can give the instruction required and can provide by means of colleges or hostels for adequate supervision; and they should be granted an allowance of 150*l.* a year for this purpose; subject to their being diligent and of good behaviour. Probationers from India should receive free passages to and from England (paragraph 25).
 - (xix) For the present, monetary grants in aid should be given only to the universities of Oxford, Cambridge, and London, and for so long as they are prepared to co-operate in dealing with the probationers on the lines desired (paragraph 25).
 - (xx) It should be a condition of recognition of any university that it should institute an honours course for probationers leading up to a degree in certain prescribed subjects; in particular in law, Indian history, interpreted in its widest sense, and in oriental languages. A scheme should be drawn up by the civil service commissioners in consultation with the accredited representatives of Oxford, Cambridge and London Universities (paragraph 26 to 29).

- (xxi) Probationers should be required to attend the law courts and to report cases, to obtain a practical working knowledge of the vernacular of their province, and to pass in riding. They should also be encouraged to get themselves called to the bar. Indian candidates, who are posted to a province, the language of which is their mother tongue, or is derived from the same stock as their mother tongue, should offer a modern European language in place of an Indian vernacular paragraph 30).
- (xxii) The intermediate and final examinations in the probationary course should be conducted by the civil service commissioners. The universities should conduct their own examinations for their own degrees. As the arrangements mature it may be possible to avoid two separate examinations. This idea should be developed as occasion offers (paragraph 31).
- (xxiii) Officers on arrival in India should be trained under the supervision of a suitable collector. Too much court work should not be given during the first year, the departmental examinations should be made more practical, and a higher colloquial test should be enforced (paragraph 32).
- (xxiv) The decision as to whether an officer is to be employed on the executive or the judicial side should be arrived at as soon as possible after the completion of the fourth and not later than the end of the sixth year of service (paragraph 32).
- (xxv) Officers on the judicial side should be encouraged to get themselves called to the bar. Those on the executive side should be encouraged to study specific problems of administration during their leave (paragraph 33).
- (xxvi) Incremental scales of salary should be instituted in place of the present graded system and the salaries of officers should be fixed at the rates stated (paragraphs 34 to 37).
- (xxvii) Statutory natives of India promoted from the provincial civil services, for so long as they are employed either as collectors or as district and session

judges second grade or in other Indian civil service posts of a similar or inferior standing, should be paid at lower rates than other officers of the same rank. In all other cases officers should be paid at equal rates, wherever recruited and whether statutory natives of India or not (paragraph 38).

(xxviii) The cadre of the service should be increased (paragraph 39).

(xxix) The figures on which the strength of the cadre is based should be recalculated and brought up to date every ten years. The calculations as to temporary posts and deputations, leave, and the like should be revised every five years. The term "inferior posts" should be removed from the recruitment formula. A deficiency or surplus of officers should be corrected at the point where the shortage or excess is found to exist. With this object in view the cadres in the various provinces should be examined, and distribution lists should be prepared from year to year. If it is found to be impossible to get rid of an excess of officers of the desired standing, and a block in promotion occurs, temporary allowances should be given to the individuals affected (paragraph 41).

(xxx) Special leave rules should be framed for officers appointed to judgeships from the bar (paragraph 42).

(xxxi) A scheme of superannuation pension on the lines indicated should be worked out in detail and considered by the Government after taking the views of members of the service (paragraph 44).

(xxxii) Without waiting for the results of any alternative scheme of superannuation pensions the whole charge for the payment of the 1,000 l. annuity should be borne by the state (paragraph 45).

(xxxiii) The four per cent contribution to his annuity now made by each individual officer should be funded, and the amount lying to his credit should be payable to him on his retirement, or to his legal representative in the event of his decease, together with interest at four per cent (paragraph 46).

(xxxiv) An additional pension of 200l. a year should be granted

to officers who have held a lieutenant-governorship for not less than three years. Any period spent in an officiating capacity should count for this purpose as if it were a substantive tenure (paragraph 47).

- (xxxv) The accounts of the Indian civil service family pension fund should be rendered punctually and promulgated to the service without delay (paragraph 49).
- (xxxvi) The working of the arrangement by which statutory natives of India have been brought within the scope of the Indian civil service family pension fund should be closely watched; and only such officers as are members of the Indian civil service itself should be admitted to the fund (paragraph 50).

Provincial Civil Services

The changes which we have proposed in the provincial civil services are as follows :

- (i) The executive and judicial branches should be separated in the Punjab to conform with the practice elsewhere. Such munsifs of the first class in the Punjab and such munsifs in the Central Provinces and Berar as are actually doing work of a superior kind should be included in the provincial civil service of their province (paragraph 51).
- (ii) The term "provincial" should not be used in the official designation of the services. They should be known as the Madras (Bombay, etc.) Civil Services (paragraph 53).
- (iii) In the executive branches not more than 50 per cent of the vacancies should be filled by promotion from the subordinate services. In the judicial branches direct recruitment should be the rule, except in provinces which have subordinate judicial services, the members of which should be eligible for promotion up to a limit of 50 per cent of the vacancies. In both branches the practice of recruiting from other services or from the ministerial establishments should be abandoned (paragraph 56).
- (iv) Direct appointments to the executive branch should

be made with the advice of a committee of five persons. In selecting recruits the committee should have regard chiefly to intellectual fitness as proved by the results of the university examinations, but should also submit the names of other candidates who appear fitted for the public service. Outside Burma all candidates recommended should possess the degree of an university or have passed an examination of a corresponding standard prescribed by Government for the European schools. In Burma a lower standard should be permissible for the present. The age limits for candidates should be 21-25 (paragraph 58).

- (v) Direct appointments to the judicial branches should be made by the local Governments with the advice of the high or chief courts or other principal judicial authority. Promotion into selection posts or into a different class should similarly be given. Outside Burma all candidates for direct appointment to the judicial branches should possess the LL.B. degree of an university and no candidate should be appointed in these branches who is over 30 years of age. Bar experience need not be regarded as obligatory so soon as a probationary course has been provided. In selecting recruits the high and chief courts should have regard chiefly to intellectual fitness, as proved by the results of the LL.B. examinations, but should also submit the names of other suitable candidates in the manner proposed for the executive branches (paragraph 59).
- (vi) A grade of probationers should be provided in both the executive and the judicial branches. Direct recruits should be on probation for two years (paragraph 61).
- (vii) Direct recruits on the judicial side should be trained under the orders of the highest judicial authorities. On the executive side they should go through a course of training similar to that of an assistant collector of the Indian civil service (paragraph 62).
- (viii) Officers should be paid salaries on the incremental system and at the rates stated. Steps should be taken to reclassify judicial officers for purposes of salary in accordance with the importance of the work done by

each class of them (paragraphs 63 to 65).

- (ix) Steps should be taken to review all temporary appointments every five years so as to bring on to the cadres all posts which have come to be of a permanent character. The judicial branches should be strengthened if it is not found possible by changes of procedure to reduce the volume of their work (paragraph 66).
- (x) Leave and deputation reserves should everywhere be maintained and their adequacy should be reviewed every five years (paragraph 67).
- (xi) The number of vacancies to be filled annually should be determined and formulae established and kept up to date for this purpose (paragraph 68).
- (xii) Members of the provincially recruited civil services should be under the Indian service leave rules and should continue under them when promoted to hold Indian civil service posts (paragraph 69).
- (xiii) Members of the provincial civil services should be under the ordinary pension rules. Officers promoted to hold Indian civil service posts should be eligible for special additional pensions. Members of the judicial branches should be allowed to reckon as service qualifying for superannuation pension the number of completed years by which their age at the time of appointment exceeded 25 years (paragraph 70).

Land Records (Burma) Department

The changes we have recommended in the land records (Burma) department are as follows :

- (i) So far as practicable, a Burma or Indian domiciled in Burma should be appointed to at least every second vacancy in the department (paragraph 4).
- (ii) A committee of five persons should be constituted to advise on the selection of direct recruits (paragraph 5).
- (iii) The educational standard for recruits should be raised gradually as opportunity offers (paragraph 5).
- (iv) The possibility of promotion from the subordinate staff into the department should be recognised (paragraph 6).
- (v) An incremental system of salaries should be introduced

and the rates equalised with these proposed for other similar departments in the manner and to the extent stated (paragraph 8).

- (vi) The figure for the leave and deputation reserve should be revised every five years in the light of actual requirements. An annual recruitment rate should also be calculated (paragraph 9).
- (vii) Openings should be created into the settlement department if this can be arranged without prejudice to the rights of members of the provincial civil service (paragraph 10).

Indian Mines Department

The changes which we have recommended in the Indian mines department are as follows :

- (i) Recruitment should be made in Europe, or from amongst Europeans in India, who are not statutory natives of India, only if the Government of India are satisfied that no statutory native of India with the prescribed qualifications can be found in India (paragraph 3).
- (ii) Facilities for instruction in mining should be developed in India, and every effort should be made to utilise the services of Indian inspectors (paragraphs 3 and 4).
- (iii) All vacancies should be advertised (paragraph 5).
- (iv) Appointments should be made with the advice of a committee in Europe, and the same procedure should be followed in India so soon as circumstances permit (paragraph 5).
- (v) Officers should be on probation for two years (paragraph 6).
- (vi) Different rates of salary should be paid to junior inspectors and inspectors who are not recruited in India respectively, and at the rates stated. The pay fixed for the chief inspector should be drawn in full by all officers wherever recruited (paragraph 8).
- (vii) The officers who when they enter the service draw salary at the higher rates should be under the European service leave rules. The others should be under Indian

- service leave rules and should continue under them throughout their careers (paragraph 11).
- (viii) The chief inspector's post should carry a special additional pension (paragraph 12).
 - (ix) Members of the department, subject to the general provisos, should be permitted to reckon as service qualifying for superannuation pension the number of completed years by which their age at the time of appointment exceeded 25 (paragraph 12).

Bengal Pilot Service

The Changes which we have recommended in the Bengal Pilot Service are as follows :

- (i) Application should be made for the appointment of officers in England only after the Bengal Government has satisfied itself that no suitable candidates are available locally, and all statutory natives of India who possess the requisite qualifications should be eligible for appointment (Paragraph 3).
- (ii) Experience in a sailing vessel should not be regarded as an essential qualification for admission to the service (Paragraph 4).
- (iii) A revised normal scale of earnings should be framed, and the scale should be reassessed at regular intervals (Paragraph 6).
- (iv) The salary attached to the command of the two pilot vessels should be increased, and the command of these vessels should be held by branch pilots for short periods in regular rotation (Paragraph 7).
- (v) The working of the rule which relieves shipowners of all liability for carrying pilots out to sea should be investigated, and the rule should, if necessary, be modified (Paragraph 9).
- (vi) The system of punishment by fines should be abolished (Paragraph 10).
- (vii) Pilots should be at liberty to retire on pension when they reach the age of 55 (Paragraph 11).
- (viii) Pension should be brought up to the scale in force in other Government departments, but the increased

cost should be met by contributions from earnings (Paragraph 12).

Police Department

The changes which we have recommended in the Indian police service are as follows:—

- (i) Once an officer of a provincial police service has been promoted permanently to the Indian Police Service, he should become a full member of that service and should be able to rise through all its grades (paragraph 3).
- (ii) Europeans of mixed descent and Indians of unmixed Asiatic descent, who have been educated in the United Kingdom for a period of five years, should be allowed to appear for the open competitive examination in London (paragraph 5).
- (iii) The power at present possessed by the Governor-General in Council to make appointments in India in exceptional cases should be developed to cover the cases of all statutory natives of India, and should be more freely exercised than has hitherto been the case (paragraph 6).
- (iv) Not less than ten per cent of the superintendentships should be filled by promotion from the provincial service, and efforts should be made gradually to extend this amount to twenty per cent. Recruitment in England for all the appointments thus allocated should be stopped at superintendentships to members of the provincial services, and the remainder when provision has been made for all assistant superintendents already recruited against them. Promotions in excess of five per cent should be given only to directly recruited deputy superintendents. Opportunities should be made for the best of the younger officers to enter the higher ranks at approximately the same age as the assistant superintendents (paragraph 7).
- (v) Opportunities should be given to the heads of the various police schools and to inspectors-general to see for themselves what is going on in provinces other

than their own. Provision should be made for periodical conferences of police officers (paragraph 8).

- (vi) The pay of deputy inspectors-general should be fixed at Rs. 1,500-100-2,000 a month. For the superintendents there should be one selection grade on Rs. 1,200 a month as at present. The others should be given an incremental salary of Rs. 700-60/2-1,000 a month. The efficiency bar at Rs. 900 a month should be removed. Assistant Superintendents should be paid at the rate of Rs. 300-50-400-50/2-600 a month. Statutory natives of India, whether directly recruited or promoted from the provincial services, should be paid the above rates of salary in full (paragraph 9).
- (vii) In certain large districts, where there is more work than can be performed by a single superintendent, additional superintendents should be appointed to work under the superintendent of the district unless and until it is found possible to divide the district (paragraph 10).
- (viii) The formula for fixing the strength of the police cadre should be revised and based on up-to-date police experience. Deduction should be made on account of posts to be filled by promotion from the provincially recruited services. The formula should be kept up to date by a quinquennial check. The annual rate of recruitment should be revised along with the formula (paragraph 11).
- (ix) To relieve blocks of promotion transfers should be made of officers from provinces where there is an excess to neighbouring provinces where there is a deficiency of staff, with a view to drawing off the overflow of congested years. Failing this remedy officers should be encouraged to retire, and as a last resort, personal allowances should be given to mitigate hardships. Similar steps should be taken where there is a deficiency of staff. Additions and subtractions should only be made at the foot of the cadre if it is found impossible to apply the remedy required at the proper points (paragraph 12).
- (x) Recruitment against the appointments of inspector-

general, whether in the Indian Civil Service or police cadre, should be stopped. Local Governments should fill the appointments from the best material available with due regard to the claims of senior police officers and to the advantages of local experience (paragraph 13).

- (xi) Increased facilities should be provided by Government in the matter of chargers (paragraph 15).
- (xii) Officers appointed directly in India and officers promoted from the provincial services should be placed under the Indian service leave rules as revised by us, and should continue under them throughout their careers (paragraph 16).
- (xiii) The proposed general pension rules should apply to all officers. The posts of inspector-general and deputy inspector-general should carry a special addition pension under the general scheme (paragraph 17).

Provincial and Special Police Services

The changes which we have proposed in the provincial and special police services are as follows :

- (i) Officers should no longer be appointed from other departments (paragraph 19).
- (ii) In all provinces except Burma at least half the vacancies should be reserved for direct recruits. In Burma the local Government should set aside a definite share of all future vacancies to be filled by direct recruits (paragraph 19).
- (iii) A committee to advise on the selection of direct recruits should be formed in each province (paragraph 19).
- (iv) Where possible all direct recruits should have taken the degree of a university or have passed an examination of a corresponding standard prescribed by Government for the European Schools. Where this is not possible the local Governments should fix a minimum number who should possess this qualification (paragraph 19).
- (v) The Burma Government should consider the question of a larger employment of persons of unmixed Asiatic

descent (paragraph 20).

- (vi) A grade of probationers should be created in Madras, Bombay, Bengal, the United Provinces, the Punjab, Bihar and Orissa, and the Central Provinces, large enough to ensure that on an average two years will be passed by each direct recruit before confirmation (paragraph 21).
- (vii) There should be two selection grades on Rs. 700 and Rs. 600 a month for deputy superintendents. The rest of these officers should be placed on an incremental scale of Rs. 250–40/3–450–50/3–500 (in Burma Rs. 300–40/3–500–50/3–550) a month. Probationers should get Rs. 150 (in Burma Rs. 200) a month (paragraph 23).
- (viii) The services should be developed, and there should be no hesitation in adding to the cadre to meet administrative requirements (paragraph 24).
- (ix) The services should be styled the Madras, Bombay, etc., police service (paragraph 26).
- (xii) The duties of deputy superintendents should be so arranged that they will get a fair share of executive work in the same manner as assistant superintendents (paragraph 27).
- (xiii) The changes made in the Indian and provincial police services as the result of the foregoing recommendations should be carried out also in the special police services in so far as they are applicable to the conditions of those forces (paragraph 30).

Post Office of India and Telegraph Department

The changes which we have recommended in the post office and the telegraph department are as follows :

- (i) The officers of the post office, who are not members of the Indian civil service, should be guaranteed four permanent and one officiating post-master-generalships, subject to fit men being available; and five permanent postmaster-generalships should be reserved for members of the Indian civil service (paragraph 2).
- (ii) The imperial and provincial branches of the telegraph

- (engineering) department should be amalgamated into one service (paragraph 4).
- (iii) The power now possessed by the director-general to appoint non-domiciled Europeans in the post office and in the telegraph (traffic) department should be curtailed, and the sanction of the Government of India obtained to every such appointment. All officers appointed in this way should come in as probationers at the foot of the cadre (paragraph 5).
 - (iv) The authorities should have due regard to the claims of Indians of unmixed Asiatic descent to appointments in the telegraph department (paragraph 8).
 - (v) One vacancy in every four amongst gazetted postmasters should be filled by a direct recruit. One appointment of probationer should be added to the cadre on this account (paragraph 9).
 - (vi) As soon as the existing officers of the old telegraph department have been provided for, it should be obligatory on the director-general to fill one-fourth of the vacancies in the telegraph (traffic) branch by direct recruits (paragraph 10).
 - (vii) When a vacancy for a direct recruit occurs in the post office or telegraph (traffic) department, the director-general should decide from which province it should be filled, and thereupon a selection committee of five members from that province should be convened to advise on how to secure the best candidates and to report on their merits. A more rigorous educational qualification should also be applied (paragraph 13).
 - (viii) When direct recruits for the telegraph (engineering) department come to be taken, the procedure laid down in the case of the public works department and engineering branch of the railway department should be followed as far as possible (paragraph 14).
 - (ix) The authorities should watch the rate at which probationers are confirmed, and should appoint only so many of them as they find by experience can be absorbed within two years of their entertainment (paragraph 15).
 - (x) Officers of the Indian Civil Service should receive at

least six months instruction before taking over charge of an appointment in the post office (paragraph 15).

- (xi) There should be one selection grade of two appointments of postmaster-general on Rs. 2,500 a month. The other postmasters-general should draw Rs. 1,750–50–2,250 a month. For the superintendents of the post office there should be a selection grade of 15 per cent of the total strength on Rs. 500–40–700 a month. The remaining officers should be on an incremental scale of Rs. 250–40/3–450–50/3–500 a month. Probationers should get Rs. 150 a month (paragraphs 16 and 17).
- (xii) All chief engineers (telegraphs) or directors (telegraphs engineering) should get the same pay, wherever recruited, and whether they are statutory natives of India or not (paragraph 20).
- (xiii) When the conditions in the telegraph (engineering) department have become normal, a leave reserve should be added to the cadre. The leave reserve for the superintendents (post office) should be recalculated in the light of actual requirements (paragraph 23).
- (xiv) The appointment of director general should be open to the best officer available, to whatever service he may belong (paragraph 25).
- (xv) All officers of the post office, exclusive of members of the Indian civil service, should come under the Indian service leave rules as amended by us and should continue under them throughout their careers. This decision should apply to the telegraph (traffic) department, except in the case of officers imported from the British post office, to whom the Government of India should be able to concede European leave conditions where necessary. In the telegraph (engineering) branch all officers who, when they enter the service, draw salary at the higher rates should come under the European service leave rules as revised by us. Other officers should come under the Indian service leave rules and remain under them throughout their careers (paragraph 26).
- (xvi) All officers, except members of the Indian civil service,

should come under the ordinary pension rules as revised by us. The officers who at present enjoy the privilege of a special additional pension should continue to do so under the scheme which we have recommended, and this privilege should also be conceded to the deputy director-general, traffic (paragraph 27).

Public Works and Railway (Engineering) Departments

The changes which we have proposed in the public works and railway (engineering) departments are as follows:

- (i) The public works department should confine itself strictly to work which cannot be discharged either by private enterprise or through the agency of district boards and municipalities with the necessary financial support from Government (paragraph 4).
- (ii) Where it can be foreseen that, on completion of a large scheme of new construction, a permanent addition to the staff of the department will be required for purposes of maintenance, the necessary recruitment should be made in good time (paragraph 4).
- (iii) Assistant engineers should be appointed to executive charges after eight years' instead of after ten years service, and the cadres should be reduced accordingly (paragraph 5).
- (iv) The decrease in the number of assistant engineers should be made good by the appointment of an increased number of upper subordinates to subdivisional charges. To this end the standard of qualification in the upper subordinate service should be raised, and if necessary, the scale of pay of that service should be improved. The question should also be considered of transforming the upper subordinate branch into a service organised on the model of the Provincial Civil Services (paragraph 5).
- (v) In future temporary engineers should be appointed only when it is necessary to engage additional assistance in order to cope with temporary emergencies; and their engagements should be for a

fixed item of work or for a limited term in no case exceeding five years (paragraph 6).

- (vi) The present imperial and provincial services should be amalgamated into one service (paragraph 7).
- (vii) Statutory natives of India should be eligible for selection in England, but the arrangement by which ten per cent of the vacancies filled in England are reserved for Indians should be abolished. Due notice of the change should be given (paragraph 9).
- (viii) So long as the cadre remains at its present strength the number of vacancies allotted to the Indian colleges should be increased to thirteen annually, and to sixteen annually when recruitment under the ten-per-cent rule in England comes to an end; and the number of vacancies in the superior cadre assigned to the upper subordinate service should be increased to six and seven in alternate years (paragraph 10).
- (ix) As the cadre is reduced to the numbers necessary to provide for promotion after eight years' service, recruitment in England and in India should be so adjusted as not to cause any decrease in the proportion of vacancies to be filled in India (paragraph 10).
- (x) The selection committee at the India office should be enlarged (paragraph 12).
- (xi) Evidence of having passed the examination for the associate-membership of the institution of civil engineers should not be accepted as a sufficient qualification for appointment (paragraph 13).
- (xii) It should be made a condition of appointment in England that candidates should have had at least twelve months' practical experience of engineering work. In the case of candidates for appointment to the railway department, special weight should be given to practical experience on a British railway (paragraph 13).
- (xiii) The selection of students from Indian colleges for appointment to the superior engineering service should in all cases be based partly on their record during the college course, partly on the final examination list and partly on the degree of their proficiency in practical

- work. The maximum limit of age for admission should be fixed at twenty-seven (paragraph 15).
- (xiv) Students in India should be allowed admission to the college having the patronage of the guarantee appointments in the provinces to which they belong (paragraph 15).
 - (xv) Royal engineer officers with more than five years' military service should not be eligible for appointment (paragraph 16).
 - (xvi) All officers appointed to the superior cadre should be on probation for two years (paragraph 17).
 - (xvii) The arrangement by which, in the case of Rurki students, two candidates are appointed on probation in one vacancy should be discontinued (paragraph 17).
 - (xviii) For the first year of service officers should be under training (paragraph 18).
 - (xix) Incremental scales for chief and superintending engineers, and separate incremental scales for assistant and executive engineers should be established (paragraph 19).
 - (xx) Officers recruited in India should receive lower scales of salary in the grades of executive and assistant engineers than those authorised for officers recruited in Europe; but in the administrative grades the scales of salary should be the same for all officers (paragraph 20).
 - (xxi) The reserves for leave and the annual rate of recruitment should be subjected to periodical checks (paragraph 24).
 - (xxii) Royal engineer officers should reckon seniority for promotion to the administrative grades from the date of transfer to civil employ (paragraph 25).
 - (xxiii) It should be left to the Government of India and the local Governments to deal on their merits with any temporary engineers whose cases appear to call for special treatment (paragraph 26).
 - (xxiv) Officers who, when they enter the department, are paid salaries at the rates fixed for persons recruited in Europe, should be subject to the European service leave rules. Other officers should be subject to the

- Indian service leave rules and should continue under them throughout their careers (paragraph 27).
- (xxv) Future entrants to the public works and railway (engineering) departments should come under the general rules as to pension. Existing officers of the imperial branches should be allowed to exercise an option in the matter (paragraph 28).
- (xxvi) All officers holding the rank of superintending engineer should be eligible for a special additional pension (paragraph 28).

Railway Department (Revenue Establishments)

The changes which we have proposed in the railway department (revenue establishments) are as follows :—

- (i) The European element in the traffic department, to the extent needed, should be provided by Royal engineer officers, and all other officers should be recruited in India. Officers should be appointed in England only if no suitable candidate is forthcoming in India (paragraph 4).
- (ii) Selected subordinates in the locomotive and carriage and wagon departments should be given as comprehensive a training as possible, with a view to their promotion to the superior staff (paragraph 5).
- (iii) Statutory natives of India should be admitted as apprentice pupils to the shops and running sheds of the state railways (paragraph 5).
- (iv) Officers should be appointed in England to the locomotive and carriage and wagon departments only if no suitable candidate is forthcoming in India (paragraph 5).
- (v) Indians should be appointed in at least 50 per cent of the vacancies in the superior revenue establishments for which recruitment is made in India (paragraph 7).
- (vi) Appointments to the traffic department in India should normally be made by direct recruitment from among candidates with a prescribed educational qualification (paragraph 8).
- (vii) An officer of the state railways should be appointed to

- serve on the India office selection committee for the traffic department (paragraph 8).
- (viii) In making appointments in England to the traffic department preference should be given to candidates with experience of railway traffic work (paragraph 8).
 - (ix) In making appointments in England to the locomotive and carriage and wagon departments preference should be given to candidates who have passed the A.M. Inst. C.E. examination or an equivalent test. Appointments should be made with the advice of a selection committee (paragraph 9).
 - (x) A minimum educational qualification should be prescribed for admission to the stores department, preference being given to candidates with a knowledge of mechanics (paragraph 10).
 - (xi) Appointments in India should be made with the advice of a selection committee (paragraph 11).
 - (xii) The pay of traffic superintendents should be increased (paragraph 13).
 - (xiii) New entrants to the stores department should not be entitled to exchange compensation allowance (paragraph 13).
 - (xiv) Officers appointed in India to the locomotive and carriage and wagon departments should enter in a lower grade than officers appointed in England (paragraph 13).
 - (xv) Officers appointed in India should be subject to the Indian service leave rules (paragraph 15).
 - (xvi) The rate of interest payable on deposits and bonuses in the railway provident fund should be increased to 4 per cent, and the Government bonus should be fixed at 100 per cent on officers' contributions (paragraph 16).

Registration Department

The changes which we have recommended in the service of district registrars in Madras are:—

- (i) The introduction of an incremental system of salaries (paragraph 5); and

- (ii) The grant of a local allowance of Rs. 50 a month to the inspector of registration office. (paragraph 5).

Northern India Salt Revenue Department

The changes which we have recommended in the Northern India salt revenue department are as follows :—

- (i) The claims of members of the department to fill officiating vacancies in the commissionership for periods not exceeding six months should be considered (paragraph 2).
- (ii) Steps should be taken to hand over to the local governments of the United and Central Provinces the charge of the salt arrangements within their respective boundaries (paragraph 3).
- (iii) Recruitment should be confined to statutory natives of India (paragraph 4).
- (iv) At least one nomination in every three should be given to an Indian of unmixed Asiatic descent (paragraph 5).
- (v) One vacancy in every three should be given to a promoted subordinate, provided that a suitable officer is available, and the remaining two filled directly from outside applicants (paragraph 6).
- (vi) The system of recruitment by competitive examination from amongst nominated candidates should be maintained, but the power of nomination should be exercised by the Government of India with the advice of a selection committee (paragraph 7).
- (vii) A more stringent educational qualification should be required of candidates, and their age limits should be fixed so as to suit their respective curricula (paragraph 8).
- (viii) The salary of the commissioner should be reduced for future incumbents to the grade pay of a collector or a deputy commissioner plus a local allowance of Rs. 250 a month, subject to a maximum of Rs. 2,400 a month. The pay of the other officers should be fixed on an incremental basis, and should be increased to the extent stated (paragraph 10).

- (ix) Provision should be made in the cadre for a leave and deputation reserve. This should be based on the actual requirements of the previous five years (paragraph 11).
- (x) The figure for the rate of annual recruitment should be re-calculated (paragraph 12).
- (xi) All future entrants to the service except the commissioner should come under the Indian service leave rules and should continue under them throughout their careers (paragraph 13).

Salt and Excise Departments

The changes we have recommended in the salt and excise departments are as follows :

- (i) The salt and excise staff in Sind should be amalgamated with that of the Bombay presidency proper (paragraph 2).
- (ii) Combined salt and excise departments should in due course be formed in the United and Central Provinces (paragraph 2).
- (iii) The practice of borrowing officers from departments other than the Indian civil service should be discontinued (paragraph 3).
- (iv) The nomenclature of the different ranks in the several provinces should be made more uniform (paragraph 4).
- (v) Steps should be taken to train up statutory natives of India as distillery experts (paragraph 5).
- (vi) In Bombay and Madras at least every alternate vacancy should be given to an Indian of unmixed Asiatic descent. Beyond this the claims of members of this community should be considered on their merits with those of other applicants (paragraph 7).
- (vii) Two out of every three vacancies in the rank of superintendent should be filled by direct appointment in Bengal, the United Provinces, Burma, Bihar and Orissa, and Assam. In Madras and Bombay every alternate vacancy should be so filled (paragraph 8).
- (viii) Selection committees should be created to advise the local authorities in the selection of candidates for

direct appointment (paragraph 9).

- (ix) A stricter educational qualification should be imposed on all alike without distinction of communities. Candidates should be required either to have taken a university degree or to have passed an examination of a corresponding standard prescribed by the Government for the European schools (paragraph 9).
- (x) All new appointments of direct recruits should be made at the same place in the cadre (paragraph 9).
- (xi) Three appointments of probationer should be provided in Bombay and one in Bihar and Orissa; the number of probationers in Madras should be raised to five and that in Bengal to two (paragraph 10).
- (xii) Salaries should be paid on the incremental system and at the rates stated (paragraph 12).
- (xiii) A lower scale of pay should be fixed for any statutory native of India hereafter appointed in India as a distillery expert (paragraph 12).
- (xiv) Additions should be made to the cadre of Madras, Bombay, Bengal, Burma, and Bihar and Orissa to provide for leave and deputation reserves on the basis of the last five years' actual requirements (paragraph 14).
- (xv) An annual rate of recruitment for Madras should be fixed (paragraph 14).
- (xvi) The post of personal assistant to the excise commissioner in the United Provinces should be added to the excise cadre so soon as it is vacated by the present incumbent (paragraph 15).
- (xvii) The capacity of members of the salt and excise department in Burma to fill the chief superintendentship should be tested in leave vacancies (paragraph 16).
- (xviii) Except the members of the Indian civil service employed in the department and distillery experts, who are not statutory natives of India, all future entrants to the department should be under the Indian service leave rules throughout their careers (paragraph 17).
- (xix) Distillery experts should be permitted, subject to the general provisos, to reckon as service qualifying for superannuation pension the number of completed years

by which their age at the time of appointment exceeded 25 (paragraph 18).

Survey of India Department

16. The changes which we have recommended in the survey of India department are as follows:—

- (i) The service should be divided into class I and class II (paragraph 2).
- (ii) Class II officers holding major charges should be included in the cadre of class I (paragraph 3).
- (iii) The number of class I posts allotted to class II officers should be increased from seven to ten (paragraph 3).
- (iv) Every second vacancy in class II should be filled up (paragraph 4).
- (v) Nominations to appear at the examination for admission to class II should be made with the advice of a selection committee; the standard of examination should be raised; and appointments should be given strictly in accordance with the examination results (paragraph 6).
- (vi) At least three out of four vacancies in class II should be filled by direct recruits (paragraph 7).
- (vii) Not less than half the candidates nominated for the class II examination should be Indians of unmixed Asiatic descent (paragraph 8).
- (viii) The term of probation in class II should be fixed at two years (paragraph 10).
- (ix) The rates of salary in classes I and II should be modified to the extent stated (paragraphs 11 and 12).
- (x) The reserves for leave and training in class I should be recalculated (paragraph 13).
- (xi) Direct recruits to Class I should be subject to the European service leave rules Class II officers should come under the Indian service leave rules and remain under them throughout their careers (paragraph 14).

CLERICAL ESTABLISHMENTS COMMITTEE, 1912 — REPORT¹

DECEMBER 17, 1912

President	Mr. H.A. Casson
Members	Mr. J.P. Thompson; Mr. E.R. Abbott.
Member-Secretary	Mr. C.A. Barron.

Appointment

In accordance with a suggestion made by the Government of India, the Punjab Government appointed the Clerical Establishments Committee vide its Letter No. 1888 (Home Genl.) dated 17th December, 1912, to make an enquiry and frame proposals for the reduction of Clerical work and the improvement of the pay and prospects of clerks in the officers and Courts of Commissioners, Deputy Commissioners, Sub-Divisional Officers, Divisional and Session Judges, District Judges, and the Subordinate Offices which these officers control.

Terms of Reference

- (i) to determine how far it may be possible to reduce work by the simplification of correspondence, the abolition of unnecessary registers and returns, and the introduction of more up to date methods in our officers and Courts, or by the more liberal use of time-saving appliances, such as type writers, copiers etc.;
- (ii) to report what reductions, if any are possible in clerical establishments; and
- (iii) to submit proposals for improving where necessary the pay and prospects of the clerks.

1. Superintendent, Government Printing Press, Lahore, 1913, 151, LVIII p.

Contents

Introductory and Retrospective; Present Organisation of Deputy Commissioner's Offices; Reorganisation of Deputy Commissioner's Office; General Recommendations; Recruitment and Pay of Clerks and Qualifications of Candidates; Establishment Proposed; Commissioner's Offices; Present Organisation of Civil Courts; Recommendations for Civil Courts; Recruitment of Clerks and Reorganisation of Offices; Establishment Proposed; Result of Proposals; General Recommendations; Special Subjects Referred; Conclusions; Statements from 1 to 23; Appendices from I to XXIV.

General Recommendations

Temporary Establishment

261. It will possibly be found that in future greater use will have to be made of the powers possessed by Deputy Commissioners and Commissioners to sanction temporary establishment. The orders on the subject should be clear and readily available and budget provision should be facilitated. Some confusion arises from the employment of the description "temporary" as synonymous with "non-pensionable", and a clear distinction should be made between permanent and temporary additions to the staff, whether pensionable or non-pensionable. As regards the Record Room so-called temporary staff the Committee has recommended that its permanent nature should now be recognised. In a well-run record room, whether English or Vernacular, abnormal pressure should seldom arise requiring temporary additions to the permanent staff, though permanent additions will be required from time to time and should be sanctioned by Government. Temporary assistance, however, will frequently be required for suspension, taccavi, and land acquisition work, all of which are essentially of intermittent nature, and possibly for work in connection with fluctuating land revenue, income-tax, boundary demarcation and camps of exercise. Except in the case of land acquisition, abnormal pressure of work is only of seasonal nature, and can be worked off in at the most three months. Sufficient power is therefore, given to

Deputy Commissioners if they can appoint a temporary clerk for three months, and this should be the limit of the delegation, — the powers of the Commissioner being limited similarly to nine months, the term not being renewable in the same financial year. The power to sanction for a year inevitably tends to sanction being renewed from year to year, and we consider that the power to sanction for a year or more should be retained except in certain cases by Government. The limit of monthly pay might be fixed at Rs. 25 per mensem in the case of Deputy Commissioners and Rs. 50 for Commissioners.

With his letter No. 7083, dated 4th September 1911, the Junior Secretary to the Financial Commissioners issued a statement showing the temporary establishment which can be sanctioned by Commissioners, Deputy Commissioners and Settlement Officers. A similar statement will be found in appendix No. 20. In this list a singular anomaly has been brought to light that, though the Deputy Commissioner can sanction any temporary clerical appointment in his own office, the Commissioner has no such power in the case of his office. This discrepancy probably has only to be mentioned to the remedied. The lists also show the extraordinary diversity of conditions attaching to the various delegations, some of which overlap to a greater or less extent. The adoption of the principles above suggested would remove all doubt, if adopted for all clerical and possibly menial establishments. In two cases delegation has proceeded further than we propose. We have no concern with temporary Settlement staffs, and in their case no interference with present orders is necessary. For Court of Wards staffs paid out of the proceeds of the Wards rate we have suggested that the clerks should be added to the pensionable cadre of the district, and this proposal necessitates the reservation to Government of the power of sanction. If this is not accepted, the present conditions may be continued.

The powers above discussed are all subject to budget provision, and it is exceedingly necessary to arrange that funds are available without difficulty. To this end Rs. 600 per annum should be allotted each year by Government under the Land Revenue head for each district except Simla, and an extra Rs. 1,000 for each Commissioner, — see the orders in the case of the process-serving establishment, Standing Order No. 29,

paragraph 15. Each officer should then be allowed to appoint temporary clerks up to this limit irrespective of the head of accounts to which they might be chargeable, as the necessary adjustment does not occasion any difficulty. It is true that the more money that is allotted the more will be spent, but it is still more wasteful to compel Deputy Commissioners to enter provision under each head of account in a budget prepared months before the beginning of the financial year when the special necessities cannot be foretold. Commissioners will control the working of the system, but we do not suggest that their sanction should be required before a temporary appointment can be made. As it is, under the orders contained in paragraph 8 of Punjab Government resolution No. 691S., dated 15th October 1884, in the Home Department, when in any district the staff of Assistant or Extra Assistant Commissioners is above its recognised strength, a Reader and Ahmad can be entertained for each extra officer without the condition of budget provision.

Compulsory retirement of incompetent clerks

262. The present absence of any system of recruitment for the clerical service of the offices with which we are dealing undoubtedly allows of the entrance into Government pensionable employ of many incompetent men whom it is the object of our recommendations to exclude in future. The extreme reluctance felt by most officers to taking the step of dismissing a clerk whose service is pensionable makes it the more necessary to use the greatest care in the original acceptance of candidates. As it is, these incompetents are a menace to the office in which they serve and continually involve themselves and their fellow clerks in trouble for which their controlling officer, in the absence of less drastic means of removal, sees in the end no remedy but dismissal. An appeal follows involving much expenditure of time and possibly reinstatement. In any case the general feeling is aroused that errors and lapses due to incompetence are too heavily punished by a penalty which should be reserved for vicious or criminal conduct. On the other hand, the continued retention in the service of the class of clerk in question is a constant source of delay, inaccuracy and inefficiency the cost of which it is impossible to gauge, but which

must be in the aggregate very considerable. We consider that a system of compulsory retirement on proportionate pensions should be available for the treatment of such cases. The scale of pensions laid down in the case of invalid pensions is, we consider, suitable, for in the case of incompetence Government is actually to a large extent itself to blame for the necessity that arises, and should assume at least the financial liability admitted in the case of early retirements due to ill-health. Such a power of compulsory retirement must be carefully safeguarded. In the case of District and Divisional establishments it should be reserved to the Commissioner, and in that of judicial establishments to the District Judge subject in the case of a member of the Commissioner's own establishment and in that of all judicial establishments to confirmation by the Financial Commissioners and Chief Court respectively. The power should be exercisable only upon a specific finding of "gross and incurable incompetence". We do not anticipate that this power would be frequently used, and the direct extra charge to Government involved by the proposal is small. On the other hand, we are confident that the indirect gain would be considerable in the increased accuracy, efficiency and quick work which would result from weeding out the really incompetent.

Ignorance of Rules and Orders

263. There is no doubt but that the prevailing ignorance of extant rules and orders and consequent loss of efficiency is due in a large measure to the general lack of copies of the various Circulars and Manuals. It is seldom that any attempt is made to ascertain whether a clerk has any practical acquaintance with the orders regarding the work entrusted to him, and the form in which the orders are issued makes it difficult for a clerk to become acquainted with them. To the possibility of an examination for candidates the Committee has referred in paragraph 170. It is certain that in spite of obvious drawbacks the best method of issuing rules in English is in the form of individual self-contained parts printed on foolscap and fastened together with laces between file boards. The Police Rules, the Punjab Government Consolidated Circulars and the Financial Commissioners' Standing Orders are in this form. The

paramount advantages of this system are the possibility of replacing a superseded part or even a page by a new issue and entirely removing the old, and further of issuing separately the parts required for any particular office without the necessity of including such parts as are not required. The size of the paper, though not very convenient, permits of a reduction in the number of pages and to some extent in the weight. The book form is very unsuitable. The accused without a re-issue of the whole volume at great expense. The Chief Court Rules and Orders have recently been re-issued in book form, and for the present the volumes are handy and tidy, but the Committee recommends that when the time comes to issue a fresh edition again, the file form should be adopted. It is possible that in this case there may be some sale to the public, but it is more than doubtful whether the issue to the public of a handsome volume outweighs the practical objections. Whatever may be said on either side, the Committee strongly condemns the combination of systems presented by the Financial Commissioners' Standing Orders and the Land Administration and Settlement Manuals. The latter are quite unsuited in style for the communication of orders to busy clerks, and yet the Standing Orders continually refer the inquirer to these volumes for the orders on matters of routine. It is impossible to put every clerk in possession of a copy of the Land Administration and Settlement Manual, but without them the Revenue Accountant and Sadar Kanungo at least are deprived of a copy of orders to which they may at any time have to refer. The Committee recommends that as each Standing Order is taken up for revision, it should be made self-contained by the incorporation of orders included in the Manuals, leaving the references to those volumes for the benefit of officers. The Committee understands that the material for such a revision is in most cases already in existence in the office of the Financial Commissioners. It would then be unnecessary to keep the Land Administration Manual up to date by correction slips. As regards the Settlement Manual, the position is not so clear, but it would probably not be necessary to bring that up to date either.

The Committee cannot too strongly urge that the necessary copies of the various rules and orders required by clerks should be far more liberally supplied to them than at present, and that

translations should be readily issued of such as are used by clerks who have no acquaintance with English Copies of the Punjab Civil Index by Major Buck, Deputy Commissioner of Karnal, should freely be distributed at least to Deputy Commissioners' offices, and the Superintendent of each office should be made responsible for keeping the copies up to date.

Correction Slips

264. On one more point in the some connection the Committee has a recommendation to make. It is the practice to issue correction slips as soon as the correction is decided upon, and very considerable trouble is caused in the pasting in of these slips as they come in. It does not appear necessary to issue the slips at once, and the Committee recommends that one issue be made every six months of corrections sanctioned to date. At the same time we would emphasise the futility of issuing orders of permanent character in the form of a circular letter only. Such letters become buried in the office, and are not easily available to inspecting officers, and the orders are overlooked. It is very important that with the circular letter should issue a correction slip introducing the orders into one or other of the prescribed Manuals.

Postal Facilities

265. The Committee believes that there is not the slightest hope that the use of service labels for official correspondence can be given up in favour of a system of franking only, though the Postal Department does not use Service labels itself. The withdrawal of the restraints now imposed by the necessity of affixing labels to the requisite amount would undoubtedly result in unnecessary transmissions of heavy files by post. It does not seem that the same fate need await a proposal to introduce a poundage system coupled with the official frank. The Committee recommends for consideration whether the Postal Department could not accept a proposal that, at Deputy Commissioners' offices at any rate, instead of each package being stamped, the whole of the day's correspondence should be weighed by the Postmaster in the presence of an official of the Deputy

Commissioner's establishment and the weight noted, also the number of registered articles. The Post Office would under this system be credited with the value at so much a pound by weight and so many articles registered. The use of service labels would not be discontinued, but would be used for letters posted in the usual way. It is believed that a considerable amount of time would be saved to the Post Office because of the saving of time in post-marking. At present there is an ineradicable habit of using labels of the lowest values and plastering them all over heavy parcels. Instead of the numerous post-markings required under such a practice, one official "paid" post-mark would alone be required. To the Deputy Commissioner's establishment the relief would be great, as, owing to the general reluctance to issue stamps to all branches of the office, it is now the practice to collect into the Nazir's office all papers for despatch, occasioning employment to an unnecessary Dāk Moharrir and great waste of time in writing up duplicate dāk books and in visits by Ahlmads to the Nazir's office.

Whether a scheme of this nature be possible or no, the Committee strongly urges that the Postmaster-General, Punjab, be addressed as to the advisability of opening post offices at all district offices. Offices exist at many district head-quarters already, and are a great convenience. There should, the Committee thinks, be no difficulty in obtaining sanction in the remaining cases to the opening of an office if only for short periods of the day at convenient times to deal with the official dāk. A room, no doubt, could in some cases be provided for the purpose, but the necessary building would not occasion great expense.

Acknowledgments of Posting

266. The Committee has noticed that undue resort is made to the registration of letters, the most trivial correspondence being frequently despatched in a registered cover. Registration, of course, involves delay and extra trouble at both ends. Losses of letters in the Post Office are not frequent at the present day, and such as occur would often be due to causes which would involve the registered post also, and little extra security of transmission is really obtained by registration. In general, no

proof of delivery, which is secured by registration, is required, and the Committee believes that registration is frequently resorted to obtain proof of posting. This is provided by the system of acknowledgment of posting afforded by the Post Office at the rate of half an anna for six covers. This facility should be recommended for adoption in the majority of cases where letters are now registered, and in particular would be most useful in the despatch of copies by Value-Payable Post, making registration in such cases unnecessary. By the adoption of this system delay in delivery would be saved, though the delay in despatch would be the same. Valuables despatched by post must of course be insured, and it seems to the Committee that registration can be confined to the cases of the despatch of documents of which no copy is kept which are important in nature and of which there might be fear of theft.

Supply of Forms

267. The provision of standard forms, both English and Vernacular, is a question that has forced itself upon the attention of the Committee. For Judicial forms the arrangements made by the Chief Court, both with the Contractors for Government Printing in the case of English forms and with the Central Jain authorities at Lahore in the case of Vernacular forms, are in principle good, - see Chief Court Circular Orders, Volume III (old), Section LXII. In the case of Revenue and Executive forms similar arrangements have been made for English forms with the Government Contractors, but for Vernacular forms, except for the general directions that these forms are to be obtained. As regards the use of typographic or lithographic forms, the Committee need not enlarge on the advantages in saving of time and in clearness of result derived from the use of forms which have been carefully thought out both in respect of size, spacing of columns and of paper employed as against forms ruled on the spur of moment by the clerk himself or by the office *daftari*. There are, however, limitations on the profitable use of forms which should be observed, and it is obviously unnecessary to stock forms, the need for which is only one or two a year. The Committee has found such forms, yellow with age and differing from the pattern now prescribed, in several district offices. In

the case of typographic Revenue and Executive forms, the present indent form issued by the Financial Commissioners provides for the most important English forms. With a view to obtaining some idea of the lithographic forms (both Vernacular and English) which Deputy Commissioners find it necessary to employ in Revenue and Executive work, Deputy Commissioners were asked in the Committee's letter No. 28, dated 18th March 1913, to send samples of forms actually obtained in the last three years. The result has been a mass of some hundreds of forms used for different purposes many of the forms used for the same purpose also differing in size, style and paper. The Committee has had no time to select and suggest the actual forms which should be standardised for the province, but it is clear that the lithographing of these separate forms entails a waste of time and of labour which can easily be avoided. The Assistant Superintendent of the Central Jail estimates a saving of Rs. 25,000 a year if Revenue and Executive forms are standardised on the same system as the Judicial forms. It is possible that this estimate is excessive, and in any case it takes no account of the additional forms for which Deputy Commissioners will indent when they find that forms, which they have hitherto not had lithographed, are available at the Jail Press. Not the least important advantage resulting from standardising forms is that the Central Jail can safely stock the forms, and in consequence on receipt of indents can supply the forms required from stock instead of as now preparing a new stone in each case and taking off the copies, frequently very few in number, included in the indent. The saving in time in itself will be a great convenience to District Officers.

The recommendations of the Committee on this head are —

- (1) That all useful English and Vernacular forms should be standardised in respect of form, style and paper, and a book of such forms issued to all Deputy Commissioners and District Judges. This is already done in the case of Judicial forms and of Kanungo and Patwari forms which are controlled by the Director of Land Records. Such forms to be known as "stocked" forms, of which the Government Contractors or Central Jail, Lahore, would always have a stock in hand.
- (2) That indents for standard forms should be sent on

proper forms of indent by Deputy Commissioners and District Judges to the Government Contractors or Superintendent, Central Jail.

- (3) That indents for non-standard forms should be forwarded to the Assistant Secretary to the Financial Commissioners or Registrar, Chief Court, and should not be supplied to Deputy Commissioners and District Judges without the sanction of the Financial Commissioners or the Hon'ble Judges.

The standard forms of course will be continually changing, but it is always known some time beforehand that a particular form is under revision, and it should be recognised as one of the duties of the Assistant Secretary to the Financial Commissioners, or Registrar, Chief Court, to give information to the Government Contractors or Superintendent, Central Jail, of any proposed change, in order that the stock of such forms may be kept down to a minimum. Instances have recently arisen in the case of the revision of the index sheet for judicial files and in the abolition of criminal registers 1A, 1B and 1C, and substitution of a modified form of register I, when the Central Jail was left with a large stock of old forms to work off.

The Committee has given in Appendix No. 19 a list of Vernacular forms which can be standardised in this way. The list is not exhaustive, and in any case it is not proposed to exclude from the list forms used in one or in a few districts only if the number of such forms required is sufficient to justify a stock being kept. It is, of course, advisable to keep as few as possible the kinds of forms for the supply of which sanction is required, but for such forms sanction should be insisted upon. Forms are occasionally found which have been obtained from local presses. In the case of standard forms the supplies should always be obtained from the authorised presses: but for special forms the present practice need not be departed from.

It ought to be the rule that in all forms in which figures have to be written in Roman numerals the money columns should show rupees on the left and paise on the right, and not the other way, even though the order of the columns of the form is, as in the case of Vernacular forms, from right to left.

Forms Stocked

268. In Appendix VIII, Vol. III (old), Chief Court Circular Orders, is given a list of Judicial forms described as printed or not printed as the case may be. This distinction the Committee understands to mean that the printed ones only are stocked by the Contractors, and it would be as well to distinguish the forms as stocked and not stocked. It would appear also that the orders as to stocking might with advantage be reconsidered in individual cases, as for instance the index of papers (301 and 458), Chronological Abstract of Orders (302 and 459), list of papers transferred to another office (303 and 460, also 353 and 354), and diary of process fees (304 and 461), which are stated to be not printed, might with advantage be stocked, as great quantities of these forms are in continual demand. On the other hand, the list might be greatly reduced by eliminating unnecessary forms. It seems unnecessary, *e.g.*, to print forms for letters and dockets (*vide* 318 to 326, 328 to 333 and 335 to 337). It also seems necessary to point out that the forms stocked under the orders of the Chief Court for use by Civil courts are available to and should be used by Revenue courts. Special forms are in many cases obtained by Deputy Commissioners and Commissioners where the Civil Judicial forms are suitable.

Issue of Forms

269. In comparison with the very detailed rules on the subject of the issue of Patwari forms given in paragraph 81 of Standing Order No. 15, the absence of such rules in the case of Judicial and Executive forms is remarkable. The matter is important, because it is probable that a good deal of waste takes place under the present haphazard methods. The whole annual supply of the forms, the consumption of which is not more than two or three a month, should be distributed to the clerks using them, but other forms should be made over in the case of English forms to the English Record-keeper, Judicial forms to the Civil Nazir, and Executive forms to the District Nazir. The clerks should obtain the forms they require once a month from the custodian. Registers of the forms stocked should be kept up and totalled for the preparation of the annual indent, but detailed

entries with daily totals are not necessary: it is sufficient to enter for each class of forms the number issued on any particular day.

Statement of Registers and Returns

270. One of the proposals under consideration in the Secretariat inquiry begun in 1887 was the revision of registers and returns prescribed for District offices; and the publication of a list of prescribed registers and returns. The proposal was stated as follows in paragraph 2 of letter No. 184, dated 29th January 1889, from Government, Punjab, to the Commissioner, Lahore: "The general idea is that after full consideration of present registers and periodical returns a special statement of all returns and registers in Deputy Commissioners' offices be prepared and be published for the guidance of all officers. The dates on which returns, etc., should reach the Financial Commissioners or Government will be entered in this statement, blank columns being left for each Deputy Commissioner to fill his own dates and the dates on which Tahsildars should submit their returns to the Deputy Commissioner. The statements will be printed according to departments, and a calendar abstract according to the days of the month will be added. Space will be left in both statements for additions and alterations, and sufficient copies will be supplied to each Deputy Commissioner for every officer and office for three or five years. A fresh copy of the statement will be used each year so as to allow the one in use to be marked as may be convenient". It does not appear that any such list was ever published. Standing Order No. 51 gives a list of periodical returns and reports due to the Financial Commissioners' office, but does not include the many returns due to other offices, and many Head Clerks keep a rough check list for their own use which is usually more or less incomplete. Standing Order No. 55 deals with the subject of registers and gives a fairly complete statement of the Court registers to be maintained in the courts and offices of Commissioners and in the lower Revenue courts, respectively. Part III of the same Standing Order contains a list of registers prescribed for record in Revenue Officers' cases. These registers are, however, the misalband registers only, that is to say, the registers in which Revenue Officers' cases should

be entered on presentation and struck off when decided. A few miscellaneous registers are referred to in paragraph 6; Kanungo registers in paragraphs 7 and 8; and in paragraph 9 the tahsil register of daily receipts is mentioned. It will be seen that the list of registers is quite incomplete; for others various Standing Orders, Government Circulars, etc., etc., have to be consulted, and it is seldom that any clerk knows under what orders or why he maintain any particular register. The Committee recommends that the original proposal be taken up and pushed to an issue. A list of prescribed returns could be prepared without much delay, and the publication of such an authoritative list would bring to light returns and reports such as have come before the Committee's notice for which there is no authority or which have ceased to be required. Lists have been obtained by the Committee which could form the basis of action on these lines. The question of the registers is more difficult. A great number of unauthorised registers are at present maintained in every office. Many of them should be abolished at once, as they in many cases are due to a desire of underworked clerks to fill up their spare moments, but many should be authorised and put on a proper basis. The simplest method of drawing up such a list would be for Government, from such material as is at its disposal, to issue a tentative list and call for suggestions for its application from local officers. On the consideration of the replies a final list could be issued. If action is taken on these lines, the records of the Committee's inspections will give material assistance both as to the necessity for the various registers and (an equally important point) as to the size and contents of the registers. In the case both of returns and registers, once such a list is drawn up, positive orders should be issued that no unprescribed return or register can be allowed without the formal sanction of the Commissioner or higher authority. The Commissioner's sanction, however, should be limited to a year, in order to bring to notice each year returns and registers of only temporary utility.

Misuse of Misalband Registers

271. While on this subject, we have to point out that the misalband registers above referred to in the majority of cases

are entered up only when a decided case is being sent to the record room, and, instead of enabling inspecting officers or the clerks themselves to see what cases are under disposal, simply show decided cases. Business returns are prepared from these registers, and accordingly do not, as a rule, really show what cases are for disposal. An improvement in this respect can only be obtained by specific orders on the subject and by constant supervision.

Increase in Number of Returns

272. Although a good deal has no doubt been done to reduce the number and frequency of periodical reports and returns, the crop is one of speedy growth, and continual attention is required. The practice sometimes followed in central offices of writing for a periodical return should not be allowed. It necessitates a written reply and the registration of both receipt and despatch. The Revenue Agent's return and statement of alienation of State lands are always thus written for from the Financial Commissioners' office, the statement of ferry collections by the Accountant-General, and one of cotton and weaving mills by the Director of Land Records. If a report is overdue, a reminder is all that is necessary.

In his letter No. 20377, dated 12th September 1912, the Accountant-General has asked for a monthly statement of appropriations sanctioned out of allotments for buildings — Minor and Major Works. It would be sufficient if Deputy Commissioners reported appropriations made or, at any rate when the allotment has been exhausted, intimated that no further monthly returns would be sent.

A statement of declaration under Act V of 1890 is sent in to the Chief Secretary each year, and no doubt is passed on to the Criminal Investigation Department. As copies of the declarations are sent direct to the Criminal Investigation Department when made, the necessity for the statement is not very clear.

The procedure for bringing up to date the list of titles granted and casualties among title-holders would be much simplified if Deputy Commissioners were instructed to return the previous year's statement duly corrected and were to obtain the new list in its place.

There is similarly a good deal of unnecessary clerical labour involved in the preparation of lists of Legal Practitioners and Petition-writers.

Supply of Printed Letters

273. The translation and copying of English letters received imposes an enormous labour on the staff of a Deputy Commissioner's office, though much translation work is undertaken simply because it is the custom to translate. Much reduction of work, however, could be accomplished by more considerate treatment by central offices, the Government and Financial Commissioners' offices in particular, of those subordinate to them. Where a letter, for instance, has obviously to be sent to all municipalities or to all Tahsildars, it should invariably be printed, and sufficient copies sent to obviate any necessity to copy in the Deputy Commissioner's office. It may be confidently asserted that a printed English copy of instructions will convey more meaning to a municipal committee or tahsil staff than a hurriedly scrawled translation as now supplied made by a not too intelligent clerk, not too familiar either with the words he has to translate or even with those he has to use.

Pre-audit in Lahore

274. The fact that the Accountant-General pre-audits every abstract contingent bill in Lahore occasions a delay of eight days in the encashment of these bills and necessitates their being drawn for more frequently there than elsewhere and for very petty sums. In one case it took 33 bills to draw Rs. 955 and in another 10 to draw Rs. 85 : such cases are not unusual. The extra work occasioned by this pre-audit has compelled us to recommend an extra clerk for the Lahore Nazir's office, and the extra bills drawn under this system undoubtedly cause much additional work in the Accountant General's office also. Pre-audit possibly is an additional safeguard where the bills so treated claim money still to be paid by Government and prevents the payment of objectionable items, which would otherwise have to be recovered, but in the case of contingent bills the money has actually been paid, and if objected to, has in any case

to be recovered, so that much of the value of pre-audit is lost. We recommend that, in the matter of abstract contingent bills, the question of abolishing the pre-audit should be taken up for consideration.

Accounts of Service Labels Used

275. Accounts of service stamps are kept in some offices by an entry in the last column of the outstation dâk book. The Committee enquired whether these stamp accounts were ever checked in any way. A negative answer was invariably returned. In some offices the column for stamps affixed is never filled up and in others no such column exists in the despatch books.

It is obvious therefore that the entries of stamps expended do not serve any useful purpose, while they take up time. In future we consider that all attempts to keep up a detailed stamp account should be abandoned. What is required is that the Nazir or other official who is charged with the duty of procuring stamps from the Treasury should keep a record of the number of stamps of each denomination issued to each clerk entrusted with them, and that the latter should keep a similar record of the total number used by him each day so as to justify indents for further supplies. Stamps cannot be used dishonestly, and in any case it is certain that the retention or abolition of the entries now written up will not affect the question of dishonest use one way or other.

The desire to maintain a stamp record is partly responsible for the present unnecessary double entry of despatches. None of the existing correspondence registers have any column for stamps expended: consequently at present in offices which keep up stamp accounts it is necessary to enter every letter again in an outstation despatch book. As we have pointed out elsewhere, these outstation despatch books should not contain any entry of diarized letters. Our scheme therefore of doing away with this double entry necessarily entails the vitiation of stamp accounts, unless a stamp column were added to every diary form. The addition of such a stamp column is, however, in our opinion inadvisable, as we attach no value whatever to the stamp account.

Process Forms to be Filled up by Parties

276. The attention of the Committee has been drawn to the recommendations in paragraphs 49-51 of the report of the Bengal Committee submitted in 1906, from which it appears that in that province it was already the almost universal practice for Pleaders and Mukhtars to fill up the process forms for issue by the courts. This is described as "the most important labour-saving reform that has yet been introduced". The Committee recommended that the practice should be made compulsory and extended to all processes except perhaps warrants against person and property. Two evils were noticed under the non-compulsory system then in force, *viz.*, that (i) the Moharrirs of Pleaders and Mukhtars received special but unfixed remuneration from the parties for filling up the processes, and (ii) that the responsibility and labour of verifying the correctness of the processes was thrown on the Court's establishment and was not performed gratuitously. To meet these evils, the Committee suggested: (i) that a scale of authorized fees should be fixed, and (ii) that the parties should be made entirely responsible for the correctness of the processes filed.

In this province processes are usually filled up by the Court clerks, and the time and labour involved constitute a serious inroad on the time of the clerks available for other and more important work, and it is not unusual to find candidates, process-serving establishments and others impressed to assist in the work. The law does not require that the processes shall be filled up by the Court establishment, and the rules of the Chief Court already permit apparently of the processes being filled up by or at the expense of the parties.

In view of the experience in Bengal, there is no doubt that an advance should be made in the same direction in the Punjab. The labour of filling in forms, distributed over the numerous parties before the courts, would not constitute a serious increase in the obligations of the individual, while the mechanical work involved can be performed by a less highly trained agency than the Ahlmads of the courts.

The Committee recommends the issue of executive orders by the Chief Court and Financial Commissioners that, in all Civil, Criminal and Revenue court cases, the forms of summons

to be issued for service on parties or witnesses, in cases in which process fees are payable for service, shall be presented duly filled in to the court for issue, and that the responsibility for the correctness of the processes shall in future rest upon the parties filling the forms. The duty of the court establishment would be confined to filling in the necessary dates and getting the processes signed. A supply of forms would be made available in the Bar rooms, and, to meet the case of parties not employing Pleaders and Mukhtars, forms should be supplied to petition-writers.

Unpunctuality

277. The Committee found evidence of great unpunctuality in the attendance at courts and offices, and it is clear that both officers and establishment leave much to be desired in this respect. This discounts to a great extent complaints that work has to be done after office hours. The unpunctuality of the staff invites unpunctuality in the public, which again becomes the excuse for the unpunctuality of the staff. As regards officers, it is impossible to insist that while at head-quarters they shall invariably attend office at the official hour. Local inspections, district board or municipal work and multifarious executive duties frequently necessitate their presence elsewhere, but undoubtedly an improvement would be effected by the example of the head of the office and his personal insistence on punctuality where possible. Court-rooms are not pleasant places to work in, and much advantage would be obtained from the provision of a decently furnished private office in which work requiring quiet and uninterrupted attention could be satisfactorily done. Considerable delay and dislocation of work is occasioned by the despatch of files to or the personal attendance of clerks at the Deputy Commissioner's residence when it is at a distance from head-quarters. All that need be done, however, is to call the attention of all officers to the inconvenience and delay caused by avoidable unpunctuality and to the effect on the establishment of unpunctuality of officers. As regards the establishment, there is no excuse. Even if parties to the cases of the day are not present at the beginning of the day, there is and always must be sufficient routine work in hand to prevent any waste of time, and

punctual attendance except by permission of the Presiding Officer in the case of court establishments or of the Superintendent in case of executive establishments both can and should be enforced. An attendance register secures no improvement, and the Committee is of opinion that the best course is District offices, where the trouble is greatest is to detail one of the officers in turn to see that all clerks are in office at the official hour or to arrange with one of the other officers to do so. If the head of the office himself took a turn of this duty, the effect would be appreciably greater. There is no doubt that greater punctuality in offices would be a great boon to the public generally.

Closely associated with this subject is the practice of taking work home. No definite orders are required in this case either for officers. The same is true in the case of the Superintendent, the Head Treasury Clerk and the Peshkar, but in the case of the other clerks the practice of taking work home should be strictly forbidden except with the permission of the Superintendent of the office to be given in each case. In so far as overtime work is unavoidable, it is very desirable that the facts should come to the Superintendent's notice, in order that he may give assistance from among the candidates, and in so far as overtime is caused by laziness in office, it should be rigorously stopped. The suggestions in both cases of course refer to periods when the establishment is not on tour, as, when camping, the hours and place of work are necessarily regulated by the incidents of the tour.

Special Subjects Referred

(1) Typewriters

Selection of Standard Pattern

278. We are to give an opinion on the comparative merits of the different brands of type-writers in use in the various offices with which we are concerned. We have examined and tried a number of different makes, the principal of which are the Remington, the Underwood, the L.C. Smith, the Oliver, and the Empire.

The following table shows the number of each make in use in each class of office :—

	Remington	Under-Wood	Oliver	Europe	Yost	Smith Premier
Commissioner	13	4	1	—	2	—
Deputy Commissioner	44	4	—	1	1	1
Divisional Judge	17	—	—	—	—	—
District Judge	27	—	—	—	1	—
Total	101	8	1	1	4	1
Grand Total	116					

The L.C. Smith machine has only been introduced recently into the Punjab, and though it has been put on the official list this year, none of the offices with which we are concerned has yet purchased one.

In addition to the type-writers shown above the Copying Departments in the offices of Commissioners, Deputy Commissioners and Divisional Judges have a total of 106 machines. Of these 78 are Remingtons, 6 Underwoods, 14 Olivers and 6 Yosts, while there is 1 Empire and 1 Bar-lock. There are also 2 Urdu Remingtons in Deputy Commissioners' offices and 2 in their Copying Departments. The requirements of Copying Departments are excluded from the scope of our report under the terms of reference, but their machines should, we think, be included in the arrangements for cleaning and repairs which we propose further on.

The above figures show that in the offices with which we are dealing Remingtons are more than four times as numerous as well other makes put together. Excluding the machines used in the Copying Departments the proportion is still higher. This in itself must tell in their favour in more ways than one. It means that the typists as a body know the Remington much better than they know any other machine. It means too that the systematic cleaning and repairing which we propose will be best done by the Remington Company, so far as the existing stock of machines is concerned. Agents will not repair stranger machines as carefully as they repair their own.

The Remington has a further advantage in that the Company has established branches at Lahore, Simla and Delhi. The other

makers are at best represented by agents in the Punjab, while some have agents no nearer than Calcutta or Bombay. These agents may be anything from well known firms down to the mere *ephemera* of Indian commerce.

The position of the Remington Company is thus a strong one, and a good case would have to be made out against their machines on the merits to justify a departure from the existing attitude towards them. We are of opinion that no such case has been made out. Our report on the various makes has been forwarded separately to Government, and for the reasons given we have no hesitation whatever in recommending that the Remington be maintained as the standard machine.

The Question of Monopoly

279. The number of machines required is small. Even if we include machines for the Copying Departments it is not more than 22 per annum, taking the life of a machine at 10 years. For this number of machines, the Remington Company are not prepared to give special terms, and consequently it is unnecessary to consider the question of a monopoly.

Contract for Repairs

280. At the same time we think that orders should be issued to the officers concerned that no machine but the Remington 10 A should be purchased, and it should be made clear that experimenting with machines of other makes must be left to headquarters offices. Our reason for making this recommendation is that we regard it as essential that arrangements should be made for the periodical overhauling of all machines. We found that away from Lahore 50 per cent of the machines are more or less seriously out of order. We think it will be enough if each machine is examined once every six months, and we have ascertained that the Remington Company will do this for Rs. 8 per machine per annum. If this is found insufficient, they undertake quarterly inspections at Rs. 10, bimonthly at Rs. 12, and monthly at Rs. 15. No charge is made during the first year of a machine's life. As the great bulk of the machines even now are Remingtons and it is probable that the proportion will go on increasing, it will obviously be to the

advantage of Government that the repairing contract should be given to the Remington Company. Should the mechanic find it necessary to take the machine away in order to repair it, the Remington Company will generally lend another machine to take its place, but it will be understood that the mechanic will always take with him a supply of such spare parts as are most likely to be required.

We regard this arrangement for regular overhauling and repairs as essential. The mere fact that at present Government is not getting full value out of more than half its type-writers seems to us conclusive. The arrangement should be extended to the machines used by the copyists.

Choice of Type

281. One point which is often overlooked in connection with typewriters is the choice of the type. A bold type is better for purposes of manifolding than the size (Pica) usually supplied with the Remington. We recommend the adoption of the Great Primer type in future. It is not perhaps so pretty a type as that now in use, but it has the important advantage mentioned above.

Another suggestion we desire to make is that machines with carriages larger than foolscap size are not required in the offices we are dealing with. They are more expensive and more delicate than those with foolscap size carriages, and there is not enough work of the kind for which they are specially adapted to justify their purchase.

Scale for Deputy Commissioners' Offices

282. We next proceed to deal with the question of prescribing a scale of type-writers for Deputy Commissioner's offices. Under our system of periodical repairs, it may be hoped that it will be comparatively rare for a machine to be out of order except for short periods, and it will not be so necessary to have spare machines to fall back on.

There are many district offices which find one machine sufficient for all the English Office work. The distribution is uneven. We find Amritsar with over 9,500 receipts managing on one machine, while Attock with less than 8,500 has 3. Lahore

and Rawalpindi with more than 11,000 receipts have 2, and Hoshiarpur with 2,500 has the same number.

It is not very easy to fix a scale as things are at present. There are so many disturbing factors. If the Head Clerk can type himself, there may be work an extra machine. If there are two or more fairly skilled typists in an office, more typing work will be done and there may be work for two machines, where one might otherwise suffice. Then again the copyists may help with the copying, using their own machines. Or again two bad typists may want a machine each for work which a skilled man could do alone on one. A feeble manifolder too creates more work. Further, one must always allow for individual peculiarities. One officer likes to have much more put up in type than another, and a third will go on correcting his drafts up to the very last. Finally, have known offices which did not contain a single man who could write even tolerably, and in an office like this reliance is perforce placed on a type-writer.

Some of these factors we may hope to eliminate by requiring, as proposed elsewhere, that all candidates shall be properly instructed in type-writing. The Remington Company are prepared to give this instruction free. This will certainly tend to increase the amount of work done on the type-writers and possibly to increase the demand for machines.

At present 18 Deputy Commissioners' offices have only 1 machine apiece in the General Branch. Of these all but 3 had less than 5,000 receipts in 1912. Of the 3, 2 (Ferozepore and Amritsar) had between 9,000 and 10,000 and 1 (Shahpur) had between 6,000 and 7,000. Of the offices with 2 or 3 machines (Attock alone has 3), all but 2 (Ambala and Hoshiarpur) had over 5,000, an extra machine begins to be required, and that no district requires more than 2. So for the present the only districts were *primâ facie* 2 machines are required for Ferozepore, Lahore, Amritsar, Sialkot, Gujranwala, Shahpur, Rawalpindi, Attock, Lyallpur, Multan and Dera Ghazi Khan.

Scale for Commissioners' Offices

283. Commissioners' offices seem to us over-stocked with machines. The offices at Ambala, Jullundur and Rawalpindi have each a machine for the use of copyists. Apart from these,

there is an average of 4 machines per office, but while the Commissioner of Jullundur thinks that 2 machines are sufficient, the Commissioner of Multan asks for no less than 5. With efficient typists, 3 machines should be ample, and we would fix this as the standard. This will allow one machine to be taken into camp.

Scale for Judicial Offices

284. In the courts of the District and Sessions Judges of the future, 1 machine per court will suffice. We may here record our opinion that typewriters should be used in the copying department of every Session Court. It seems an anachronism to find at the capital of the province that copies are supplied exclusively in manuscript.

Under the new judicial scheme, we understand that the senior Sub-ordinate Judges will have little or no English correspondence, and it will not be necessary for them to have type-writers.

Disposal of Surplus Machines

285. The result of these proposals will be to set free a number of type-writers, which it will take 2 or 3 years to absorb. They might be offered at a valuation to the local copying departments in the first instance, unless they are required to replace worn out machines in the offices to which they belong. Commissioners should have lists prepared of all over-scale machines in their own offices and those of Deputy Commissioners, and a similar list of over-scale machines in the judicial branch should be prepared under the orders of the Chief Court, and until all these machines are absorbed so new purchases should be allowed either for ordinary office work or for copying.

Purchase of New Machines

286. For the future, within the scale, Commissioners should be the sanctioning authority for purchase of type-writers for Deputy Commissioners' offices, the Financial Commissioners for Commissioners' offices and the Chief Court of District Courts. For the purchase of over-scale machines the sanction of Government should be required.

Scales for Offices not dealt with by the Committee

287. On this question of a fixed scale and the delegation of the power of sanction, the terms of reference were general, and were not confined to the offices specified in our instructions. We think there should be no great difficulty in laying down a scale for all offices and in delegating the power of sanction within that scale.

(2) Compensation for Dearness of Food

288. The general orders on the subject of the grant of compensation for dearness of food are given in article 72 of the Civil Account Code, and as affecting the great majority of the clerks with whom this report deals are as follows :—

- (a) When the price of the common staple food-grain of the district is dearer than Re. 1 for 12 seers, but is not dearer than Re. 1 for 10 seers, an extra allowance not exceeding Rs. 2 per mensem may be given to clerks whose pay does not exceed Rs. 30 per mensem; and
- (b) When such grain is dearer than Re. 1 for 10 seers, the allowance may be increased to Rs. 3 per mensem.

The Local Government has full discretion not only to withhold compensation until grain is dearer than the above mentioned rates, but also to adopt a lower pay limit than Rs. 30 on each occasion of distress prevailing. Special orders have to be passed on each occasion which are held not to continue in force beyond the end of the financial year in which they are issued. The present orders which were issued, according to the date of the correction slip, in 1908 are of far more widespread application than those which they superseded and extended the previous pay limit from Rs. 16 to Rs. 30, thus bringing in practically every clerk of the inferior cadre employed in the Punjab offices. But for this recent extension the only clerical establishment which would be eligible for compensation at the pay recommended by the Committee would be the 2nd grade of Madad Naib Nazirs whose pay will in future be Rs. 15. The system of grain compensation can be considered as a form of compulsory insurance, under which Government withholds some

portion of pay which it might otherwise give in times of prosperity to disburse in times of scarcity. It is undoubtedly inconvenient to Government to have to meet claims for compensation at a time when the exchequer is depleted. but, on the other hand, it is impossible to expect that the lower paid among Government servants will make such provision for times of scarcity themselves, and sooner than allow of the possibility of such pensions becoming destitute when scarcity arises, it is the manifest duty of Government to undertake the provision itself. In the case of the menial servants of Government, therefore, the system of grain compensation is a wise one. As regards the clerical establishments, it may speciously be argued that as the general scale of pay in the Punjab will be greatly improved, Government is now providing a margin from which the clerks can make their own provision. This the Committee considers to be an untrue appreciation of the position. The increase in pay which it is now proposed to give has long been overdue, and the increasing difficulty of obtaining suitable clerks serves to show that the present scale of pay is not an adequate wage even in times of prosperity, and this is the view that the Committee holds. It follows that the increase in pay is not in itself a ground for withdrawing or reducing the privilege of grain compensation. It cannot be contended, moreover, that prices have altered for the better since 1908, and if it was considered five years ago that clerks drawing as much as Rs. 30 were entitled to this form of relief, there is no reason for drawing the line any lower now. It is probably true to say that even with the increases now suggested the bulk of the clerks in Punjab offices will be worse paid than in other provinces, and the cost of living is certainly not less. The Committee considers therefore that the discretion vested in the Local Government should not be exercised in the direction of less liberal treatment in this province than elsewhere. It is possibly true that the limit of 12 seers is more easily reached in the Punjab than in other provinces, but the Committee considers that if that is the case, so far from it being a reason for altering that limit in this province, it is a strong argument for a higher general scale of salaries.

(3) Roman-Urdu

289. In considering the question of the introduction of Roman-

Urdu the Committee has adopted the attitude that any interference with the graduate extension of English in the various offices by the substitution of Roman-Urdu for English would be a retrograde step which is in every way to be deplored. The only opening for Roman-Urdu appears to be where it can afford a bridge between Urdu and English available to clerks for work which is usually done in English, but for which they themselves have an insufficient acquaintance with that language. The scope of Roman Urdu is again limited by the availability of suitable pens, ink and paper and to some extent of proper office furniture, as the Roman character cannot be written neatly on ordinary jail-made paper with the pens and ink used for writing Urdu: nor is it reasonable to expect a legible script from a *munshi* sitting on the floor with no desk to write upon. These considerations in practice rule out all work done in the field by *patwaris* and *kanungos* whose work must in any case mainly be in Urdu at present, and in registration offices and judicial courts where the needs to be copied and files to be prepared are in Urdu. The possibility of Roman-Urdu, therefore, appears at present to be confined to the staff employed on non-judicial work in head-quarter, sub-divisional and tahsil establishments of Deputy Commissioners' offices and in District and Sessions Judges' courts, and then only when English cannot be employed.

The Committee has not found any enthusiasm for Roman-Urdu in the province generally, and there appears to be considerable doubt as to the capability of the clerks at present employed to learn to write in Roman script. It must be admitted, however, that the importance of having files and registers written in a script easily read by Europeans is very great, and the possibility of introducing abbreviations which are impossible in Urdu might reduce very considerably the work of the clerk himself. The forms and registers for use by Roman-Urdu writers can be in English. Clerks using registers constantly do not have to refer to the headings. This would permit of the abolition of the Vernacular copy of the registers and forms which might be selected for experiment.

The Committee thinks that an experimental start with Roman-Urdu might be made on the following principles :—

- (1) That Roman-Urdu should not be used by clerks who can work in English.

- (2) That suitable pens, ink and paper are readily available.
- (3) That the forms and registers selected should be ones which are frequently inspected by Europeans.
- (4) That the matter to be written in Roman-Urdu should not bear too large a proportion to the total entries to be made.

The following statements and forms appear to the Committee to fulfil these conditions :—

- (1) Deposit registers (known as A, B and C) in courts and offices usually presided over or in the charge of Europeans.
- (2) Fine registers.
- (3) Taccavi khataunis.
- (4) Land acquisition registers.
- (5) Income-tax registers.
- (6) Tahsildar's reports in income-tax objection cases.
- (7) Tahsildar's reports in *lambardari* and *zaildari* cases.
- (8) Tahsildar's reports on suspension and remission statements.
- (9) Municipal proceedings.
- (10) First information reports in serious criminal cases.
- (11) Special reports by Tahsildars, *e.g.*, about troops, etc.

Permission to use Roman-Urdu in all work now done by the Fine Moharir, the Statistical-writer and Income-tax clerk, as such, would facilitate amalgamation of the Munshikhana with the present English office and allow of the employment in the General Branch which the Committee contemplates on clerks with no English qualifications if others were not available.

Under the orders of Government it was ascertained from three Deputy Commissioners that of the petitions addressed to them personally in a week 15 were in the Persian script and 23 in English. None, however, were in Roman-Urdu.

Conclusion

Final Remarks

290. It now remains to sum up the Financial Results to Government of the proposals that we have made, and, in view of the multiplicity of our recommendations, to indicate the manner in which effect can be best given to them. As regards the financial results, we have to point out that the figures given are as accurate as care can make them; but owing to the continual changes that are taking place, absolute accuracy cannot be claimed for them. Since our statements were first prepared, for instance, a new tahsil has been added to Lyallpur district, and, though the changes involved by this measure have been incorporated, it is possible that less important alterations in staffs have escaped observation. We have further to point out that the additional Budget provision required differs in some important respects from the additional cost of our proposals and is given separately in our detailed figures for each branch dealt with by us. Thus the extra cost of the copying departments of Deputy Commissioners' offices, though it will have to be provided in the budget, is met by increased receipts and is not an additional claim on Government; while, on the other hand, the cost of Local Fund clerks in Commissioners' offices, though already appearing in the Budget, will be an additional expense to Government if the system of taking contributions from Local Bodies is given up.

Final figures

291. The final figures for the cost of our proposals may be explained in the table. The cost is per mensem.

The gross total thus amounts to Rs. 9,300 per mensem or Rs. 1,11,600 per annum. To this must be added the cost of 40 chaprasis required for the Nizarat (paragraph 199) = Rs. 3,360 per annum bringing the total up to Rs. 1,14,960. For the reorganisation of the Civil Courts the additional amount required is Rs. 26,712 per annum.

Table

Office	Pensionable or non-pensionable	See paragraph	PRESENT		PROPOSED		Extra cost to Government
			Nos.	Cost Rs.	Nos.	Cost Rs.	
Deputy Commissioner	Pensionable	199	2238	72,952	2200	81,296	6,698
Commissioner	Non-pensionable	199	183	2,468	243	6,008	683
	Pensionable	207	71	5,845	65	5,775	605
District & Session Judge	Pensionable	259	785	25,825	769	28,964	1,314
	Non-pensionable	—	59	980	—	—	—
			3336	1,08,070	3277	1,22,043	1,314
Cost of reorganisation of Civil Courts			259	—	*62	2,226	2,226
			—	3336	—	3339	1,24,269
			—	—	—	—	11,526

* i.e. Nine clerks and one Nazir for each of 6 new courts and two clerks for one extra junior sub-judge.

Contributions for Insolvency and Guardianship Clerks

292. We have seen that in the Small Cause Courts clerks for insolvency work are paid for out of a fund derived from the insolvents' estates, and that, as usual, these clerks are not confined to the work for which they are paid. We have recommended the employment of permanent pensionable clerks instead. In District Courts special permanent clerks are not employed on fixed pay, and the clerical work is done either by the ordinary staff or possibly by clerks paid not out of a fund, but direct by the estates involved. In any case it is probable, if Government wishes not to surrender this source of income, that the most satisfactory course would be to recover in all cases a small rate from the estates. No attempt need be made to adjust other than roughly the income from such a rate to the expenditure.

Similarly, in many districts special pensionable clerks have been entertained for guardianship cases and are required. In one at least, however, instead of a pensionable clerk a non-pensionable clerk is entertained who is paid for out of the estates under management. This is in accordance with Chief Court Rules and Orders, Volume III, No. 25, and it appears to be open to Government in all such cases to recover a small rate from the estates in part payment of the extra clerical establishment required for the work.

Introduction of Measures

293. We have furnished Government separately with a statement showing the offices to which our various general recommendations should probably be referred for action to be taken. This we trust will materially facilitate the disposal of the report.

We recommend that the new copying rules be finally considered by the Financial Commissioners and the Chief Courts, and that Government sanction be obtained to their introduction in every district with the establishments which we recommend and the requisite amount of advance for the agent. Further, we recommend that the new scales and increased pay recommended for the non-pensionable record room staff of Deputy Commissioners' offices be introduced at once. These clerks are

at present exceedingly ill paid, and their case does not actually form part of the general scheme for the improvement in the pay of the clerks of Deputy Commissioners' offices.

The general scheme itself will, we understand, require the sanction of the Government of India. The two preliminary points to be decided in the case of Deputy Commissioners' establishments are the reduction in the status of the Superintendent, Vernacular Offices, and the abolition of the English Office. We would suggest that on these two points Government should consider the advisability of consulting only a few selected officers. We are aware that opinions may differ in regard to these proposals, but we consider that they provide the best solution of a difficult problem. Commissioners, however, should be consulted as to the sufficiency of the staffs suggested for their own offices.

On the judicial side similarly we trust that opinion will not be invited generally. The only points of principle involved are the abolition of the Record Office and other funds and the substitution of pensionable clerks for the non-pensionable men now entertained from the funds.

It may be assumed that the graded schemes which we have suggested will be accepted in principle, and we strongly recommend that the Accountant-General be asked to take up at once the feasibility of the proposals propounded by us in paragraph 172 of the report. These proposals are not an integral part of the graded scheme, but represent what appears to us to be the simplest solution of the problem raised by the introduction of such a scheme.

Savings of Present Incumbents

294. Our proposals in some cases involve a reduction of the pay of certain appointments; thus the pay of the Deputy Commissioner's and of the Commissioner's Superintendent, Vernacular Offices, will be reduced, as also that of a few appointments in the superior cadre of Deputy Commissioners offices. We also propose to reduce the pay of the Clerk of Court and Reader of the Senior Sub-Judges on the reorganisation of the Civil Courts. It is in such cases necessary to safeguard the rights of present incumbents and to provide that no one holding

one of the appointments the pay of which is being reduced, shall draw less pay than before as long as he holds the appointment. We recommend, however, that the extra cost of this measure be accepted by Government, and that no attempt be made to meet the cost by temporarily refusing promotion in other cases where it is due under our scheme. The actual extra cost will be a gradually diminishing sum, and at the first may be taken to be about Rs. 25,000 per annum, of which about Rs. 8,000 is due to the reorganisation.

In some cases owing to reductions in the number of pensionable appointments in Deputy Commissioner's offices there will be no appointment available for a few clerks already in pensionable employ. In such cases we recommend that Deputy Commissioners be instructed to give these men employment temporarily on the non-pensionable establishment until a place can be found for them on the pensionable staff, and that as a special case this temporary employment be held to be pensionable on reference being made at its conclusion.

295. To meet the additional charge we suggest that Government should not immediately give up the income contributed by Local bodies towards the cost of clerks employed on Local Fund work in the offices of Commissioners and Deputy Commissioners. In the case of the District Boards it is probably unnecessary to continue the small sums contributed by these bodies mainly for clerks in Commissioners' offices; but there is no reason why the municipal contributions should not be put upon an uniform footing and collected for some few years longer. The toll at present taken is very uneven, and an uniform rate on normal income would be a distinct improvement. In any case the income obtained from this source should form part of the General Revenues, and should not, as now in some cases, be earmarked for the pay of particular clerks.

**COMMISSION ON ENQUIRY TO BRING
TECHNICAL INSTITUTE INTO CLOSER
TOUCH AND MORE PRACTICAL
RELATIONS WITH THE EMPLOYERS OF
LABOUR IN INDIA, 1912
— REPORT¹**

1912

Members Lt.-Colonel E.H. deV. Atkinson; Mr. Tom S. Dawson.

Appointment

The Committee was appointed by the Government of India in 1912.

Terms of Reference

To enquire into the following points :

- (a) What openings exist for the employment of technically trained Indians, and what further openings are likely to be available?
- (b) What type of man and standard of education and trainings do employers of labour demand in the various industries?
- (c) Have these demands been met by the existing technical institutions?
- (d) If not, how should these institutions be altered or added to, in order that they should be in a position to meet these demands?
- (e) What arrangements can be made for systematic coordination between institutes and employers of labour, in order that they may work in with each other for their mutual benefit and for good of the country?

1. Superintendent, Government Printing, Calcutta, 1912, 100 p.

Contents

Part I — General Report and Recommendations; **Part II** — Brief Accounts of Interviews with Employers of Labour and the Opinions Expressed; **Part III** — Special Recommendations on Subject Closely Connected with the Object of the Enquiry; **Part IV** — Suggestions for Adjusting the Facilities for Technical Education Existing in the Various Provinces of India to Meet the Demands of Employers, Index.

Recommendations

The existing system of training for the Civil Engineering profession in central colleges in the most suitable one for the requirements of India.

Apprenticeships for one year on practical work in the Public Works Department should be granted, if possible, to every student passing out of a Civil Engineering College.

There is practically no opening at present for the employment of high grade mechanical or electrical engineers whose education is mostly of a theoretical character.

There is a very large openings for employment of men in mechanical and electrical engineering, who after training in a properly equipped Institute, are willing to gain their practical experience by apprenticeship on a living wage, work with their hands, and observe factory hours and rules. Thus employment is open to Indians of every caste or creed, grade of social position or education, provided these conditions are observed; and the height to which they can rise depends on their individual characteristics.

The best method of training men in mechanical and electrical engineering to meet the existing demand is by a course at a well equipped Institute, followed by an apprenticeship in works. Institutes should not grant any certificates till this apprenticeship is satisfactorily completed.

The education given in the Institute should be essentially practical: be capable of being applied commercially, and not of such a high scientific character as is often considered necessary in the West.

Large mechanical and electrical Institutes are, at present,

only necessary in those provinces in which industrial development is well advanced. Minor institutes should be properly endowed, equipped with adequate staff and apparatus, and placed under proper control as regards their courses and certificates.

The staff of all Institutes should be carefully selected, and consist of men with the necessary theoretical attainments and extensive practical experience. To keep in touch with the various industries, the staff should be permitted to take up consulting and advisory work as opportunity offers.

The scheme recommended for technical education for the mining industry is detailed in paragraph 203.

Apprenticeships after a course at an Institute as detailed in recommendations 4 and 5 are equally necessary for technical education in the textile industry; in which the courses in spinning and weaving should be separate ones.

Afternoon classes for textile *jobbers* and *mistris* should, if possible, be institute in suitable centres of a satisfactory demand exists, to give practical demonstrations in the vernacular in the theoretical side of their work.

Arrangements should be made for the permanent coordination of the relations between institutions and employers of labour by the appointment of a controlling officer, and the establishment of an employment bureau.

Special Recommendations

That the present system under which state technical scholarships are granted to Indians for education in technical institutions in England and elsewhere should be discontinued. That suitable stipends should be granted to Indians, who have successfully completed their theoretical and practical education in India to enable them to be apprenticed for practical experience with firms of repute in England.

That minor technical institutes should be placed under the control of one Central Institution in each province in which such an Institution exists, with reference to its courses, equipment, examinations and certificates.

That the education of skilled workmen should only be carried up to vernacular reading, writing, sufficient elementary arithmetic for accounts and sufficient knowledge of drawing to understand a dimensioned sketch

That the most promising method of training skilled workmen



COMMITTEE ON TUBERCULOSIS IN INDIA, 1912 — REPORT¹

1912

One Man Committee : Mr. A. Lankester

Appointment

The Committee was appointed due to the Resolution of All India Sanitary Conference held in Madras in 1912. The inquiry was conducted during nine months, July 1914 to April 1915, under the articles of the Indian Research Fund Association.

Terms of Reference

- 1) To make preliminary inquiries into —
 - a) the epidemiology of tuberculosis in India and
 - b) the willingness of individuals, both Indian and European, to co-operate in measures for reducing the prevalence of the disease.
- 2) To prepare a report embodying the results of the above inquiries for submission to the Indian Research Fund Association.

Contents

Prevalances of Tuberculosis in India; The consummation of Tuberculosis in India; Prevention of Tuberculosis in India; Conclusion.

Recommendations

There has been a considerable increase during the past 40 years. That in the smaller towns and in the village districts it

1. Government Monotype Press, Simla, 1915, 139 p.

was formerly comparatively rare or even absent, yet in these during the present times the disease has made its appearance and spread widely. The increase has been most marked in connection with those centres which have been linked up with them by direct lines of communication. The enormous social development which has taken place during the past 40 to 50 years has given the opportunity for increased contact and spread of infection in three principal ways:

1. By the substitution on the city factory and workshop for the old home industries,
2. By the multiplication of institutions philatrophic, educational etc., at a period when the importance of fresh air was imperfect realised and
3. Most important of all, by the increase of means of communication between village and towns.

The disease of consumption has emerged from the quiet of the Zenana into the open life of the people; it has been spread from the cities far and wide amongst the village districts.

Of those climatic conditions which have a direct affect upon the prevalence of tuberculosis in a locality the greater premium can be given to humidity. A dry climate is almost always a healthy one, and where dry atmosphere co-exists with a high mean temperature are the best conditions that India can afford both as regards the prevalence of consumption and its successful treatment. Rajputana with its exceedingly low rainfall, sandy soil and almost continuous sunshine is the best example of such a favourable climate. The great central plain of the Indian Peninsula seems to owe its comparatively favourable position in the scale. For more than the half year its humidity is decidedly low, altitude as well as the general nature of the soil encourage satisfactory drainage; there is fertility a soil with little congestion of population, few large cities and not many railways, with consequently no very active inter-change of population between towns and villages. Lastly at no season of the year is the cold so severe as to force the people to remain in closed dwellings.

The combination of an excessively moist atmosphere with a constant high temperature is undoubtedly by unfavourable to the treatment of cases of Phthisis and prevalence seems usually

to the high where these conditions are found. It is where damp atmosphere co-exists with low-temperature that the worst prevalence of tuberculosis is found. Where a high degree of humidity co-exists with considerable relative diurnal variations in temperature the evil effect is intensified owing to the increased tendency to body chills. Furthermore over the greater part of the unfavourable areas of North India the diurnal variations of temperature during the cold season are accompanied by corresponding diurnal variations in relative humidity.

According to the original instructions, one special point upon which inquiry was to be made was as to the willingness or otherwise of individuals and organisations to co-operate in any preventive measures proposed. It was naturally difficult however, to obtain distinct assurances of such co-operation in the absence of any definite information as to the sort of effort for which co-operation might be needed. So the permission was sought to have a scheme for a provisional organisation in readiness so as to be able to produce it and thus show what sort of movement might be expected to eventuate.

As to the question, however of India's willingness to help in any organised efforts to prevent tuberculosis, everywhere not only willingness to help but anxiety to help quickly, to be shown how to help, was evidenced. The hope of help was responded to by almost every college visited with the enthusiastic promise of support when the time should come. In almost every city it was found that individuals or groups of men already keenly interested in all matters relating to social service and only needing the requisite information make them also willing supporters of any scheme for tuberculosis prevention that might be proposed.

As regards Christian mission, it is scarcely necessary to say that practically the whole of the mission anybody would be enlisted to a man and woman, in a cause which so closely affects the real well-being of the people of India.

The readiness of the various indigenous societies, religious and social, throughout the country, to co-operate with efforts to combat tuberculosis has already been alluded to the spirit of social reform, the desire for social service, is fresh air now-a-days; students and leaders everywhere are anxious to serve their country and are fairing that the highest way in which they can do so in the earnest attempt to remedy its internal

evils. The belief that responsibility for the results of ignorance, stupidity or carelessness may be all covered up by the use of the word "*qismat*" is gradually losing ground, and where ideas of personal responsibility begin to make way, there of social responsibility will quickly follow.

As regards the special subject of this Report, there can be no doubt that tuberculosis is much in peoples minds at the present time. It is believed to be greatly on the increase, its infectivity is becoming universally recognized, and its advent to a home greatly feared. By those crossing any acquaintance with the literature and social problems of the West it is well known that very much is being done in the United Kingdom, Europe and America with a view to the prevention of consumption, and there is an impatient desire to see something on the sametimes out here. With an average accommodation of special open air treatment of something like one be to five thousand of the population in England, it is not a source of satisfaction to feel that India at present possesses only about one bed per fifteen hundred thousand.

In connection with all schemes for the prevention of tuberculosis, there is one word of warning. The experience of western countries teaches us that as with all measures of reform, so here, ill-balanced or exaggerated action may result in evils comparable to these which it seales to remedy. An over-instance upon the dangers of tuberculosis infection, especial in the case of people who are ignorant or impulsive, may result in greivous hardship to individuals, as has if fact happened I certain cases in England and America. The needs of the community imperatively demand the instructing of public opinion but in doing so the main emphasis should be laid on the facility with which safety may be secured; upon the positive value of fresh air, light and cleanliness. These considerable affords, in my opinion, a further strong reason why, in any wide educational movement for India, it will be better to have a more inclusive health programme, as above suggested, rather than to concentrate upon a narrow-anti-tuberculosis propaganda.

More importannt than the establishment of sanatorium institutions is the improvement of domestic by given, and here again the one great need is knowledge. The true remedies are everywhere at hand in free and inexhaustile quantities light

and air. General diffusion of knowledge as to their priceless value will do more than the establishment of a hundred institutions. An incident of which I recently heard is typical of the India that is passing away. It has seen from certain examples that it is knowledge that is lacking and the diffusion of that knowledge will not be long delayed.

India must shake herself free from tuberculosis, and in the process of doing so, there are disease also of which she may hope to rid herself.



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